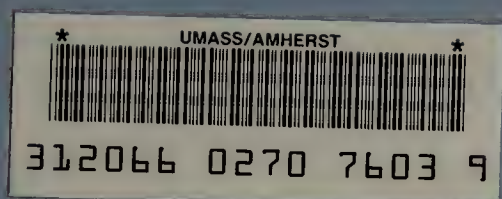


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INTERLOCAL COOPERATION IN MASSACHUSETTS

Executive Summary and Policy Recommendations

Massachusetts Executive Office of Communities and Development

Michael S. Dukakis, Governor

Amy S. Anthony, Secretary



Commonwealth of Massachusetts

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FOREWORD

Interlocal cooperation offers many opportunities for the delivery of municipal services in Massachusetts. Cities and towns have frequently organized and supported cooperative service partnership. However, the extent and reasons for success of interlocal cooperation agreements among local governments had been largely undocumented. To remedy this information void the Executive Office of Communities and Development asked Harvard University's Kennedy School of Government to undertake a survey and analysis of over one hundred joint municipal service delivery arrangements. Twenty of these service delivery structures were analyzed in detail and are presented in this publication. The analysis describes how these partnerships are organized, financed and managed. Identifying the reasons for success or failure of these ventures will provide valuable lessons for public officials and citizens interested in the effective delivery of governmental service. My hope is that you will find the material to be valuable, and welcome your comments.

Sincerely,

Amy S. Anthony
Secretary
Executive Office of
Communities and Development

ASA/kmc

INTERLOCAL COOPERATION

IN

MASSACHUSETTS

Executive Summary and

Policy Recommendations

March 1983

A report for the Executive Office of Communities and Development.

Prepared by the City and Regional Planning Program, John F. Kennedy
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ACKNOWLEDGEMENTS

This publication was prepared by the City and Regional Planning Program, John F. Kennedy School of Government, Harvard University for the Massachusetts Executive Office of Communities and Development.

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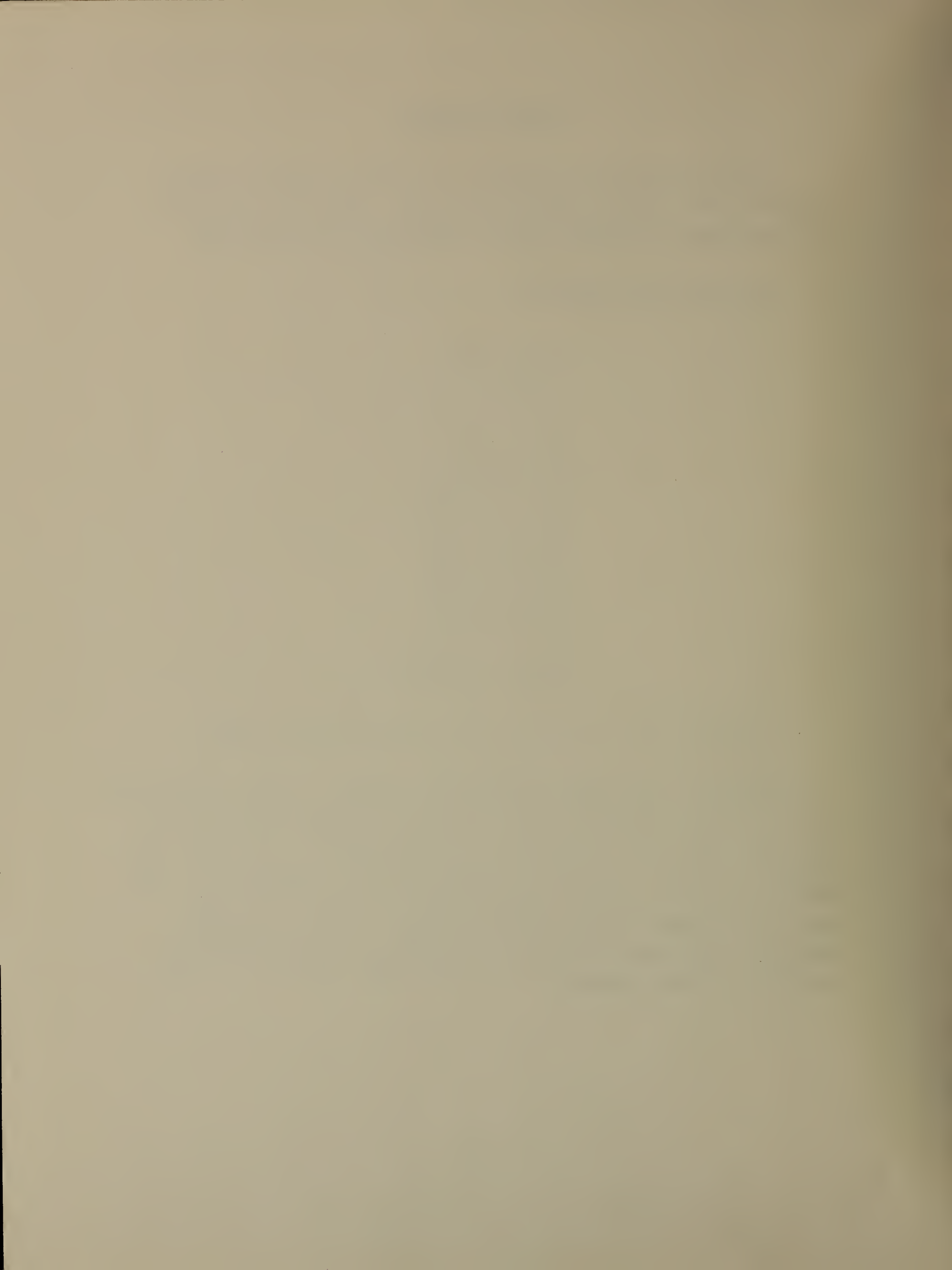


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I. INTRODUCTION

During the fall and winter of 1982-83, a City and Regional Planning Workshop at the John F. Kennedy School of Government, Harvard University, conducted a study of interlocal cooperation in service delivery in Massachusetts on behalf of the Executive Office of Communities and Development. The first product of this study is the report, Interlocal Cooperation in Massachusetts, available from EOCD. This report, Policy Options for the Commonwealth of Massachusetts, presents recommendations to EOCD on steps it can take to encourage more widespread adoption of service delivery partnerships among municipalities.

The research reported in these volumes was framed around three questions:

- What and where are the service partnerships in Massachusetts?
- What factors contribute to the success or failure of service partnerships?
- What is the state's role in the operation of service partnerships?

To answer these questions, we studied existing service delivery partnerships in the Commonwealth. From a list of 115 partnerships we selected 20 for investigation. In-depth case studies were done on six of these, and mini-cases were done for the other 14. We also consulted the professional literature on interlocal cooperation and spoke with officials in several northeastern states about their efforts to promote joint service delivery agreements.

Our analysis of this data suggests several findings. First, six factors seem to characterize the more successful partnerships:

- financial incentives for forming the partnership were in evidence,

- service quality could be expected to improve with an increase in the scale of service production,
- need for the service was unambiguous to virtually all involved,
- the service was not one of the localities' "core" services,
- the service was not controversial, and
- the costs of service provision under the joint arrangement were shared equitably.

The analysis also highlights several problems that impeded partnership formation:

- lack of information,
- resistance by individuals or institutions, and
- lack of financial support.

Finally, the analysis shows that the managers of existing partnerships had devised several techniques to improve the organization, operations, and financial management of service delivery. These include:

- comprehensive, written agreements to identify lines of authority, allocate responsibility and costs, and commit the members,
- special oversight mechanisms to monitor day-to-day operations and to serve as an intermediary between the service provider and recipients in each jurisdiction, and
- detailed cost analysis and revenue tracking.

The first report also presents a checklist of factors for prospective managers to consider in planning new partnerships.

Policy Recommendations for the State

This report considers what state government can do to encourage more municipalities to experiment with joint service delivery arrangements. It begins by considering how other states in the northeast have tried to accomplish this goal and what their success has been. Based on this information and the data from the first report, we recommend four related policies that the Commonwealth should adopt to promote wider use of the partnership mechanism:

- One, distribute information on existing successful partnerships through seminars and workshops, publications, and networking activities.
- Two, provide technical assistance through special staff and feasibility studies.
- Three, directly provide financial assistance (or identify other funding sources) for initial capital expenditures and labor. This assistance should be provided for both "familiar" types of partnerships and, on a more limited basis, to "pilot" partnerships on untried service types. And,
- Four, promote partnership formation through cooperation with state bodies other than EOCD.

This report includes a discussion of the framework of Massachusetts law that regulates the formation of service delivery partnerships. It also provides a list of the 20 partnerships studied in-depth and described in this project's initial report.

II. POLICY OPTIONS FOR THE COMMONWEALTH OF MASSACHUSETTS

Service partnerships have existed for many years in all areas of the country. It seems, however, that partnerships do not become widespread without some unifying force. In many cases, this unifying force is a state department of community affairs or a similar organization. In this section we first present what some other states have (and have not) done to promote service partnerships. We then present recommendations of techniques the Massachusetts EOCD can employ to promote service partnerships, drawing on other states' experiences as well as our findings from the case studies.

A. OTHER STATES' PROMOTION EFFORTS

In order to get an overview of other states' roles in service partnership promotion, we interviewed officials from several northeastern states including Maine, Vermont, Connecticut, Rhode Island, New York and New Jersey. While all of these states have some service partnerships, state involvement has influenced the amount of cooperation. We will discuss here some of the tools various state agencies have used to promote interlocal service provision. Unfortunately, the surveyed states have not taken an inventory of existing partnerships so we offer only a qualitative evaluation of their service partnerships.

Both Maine and Vermont have promoted interlocal cooperation at the state level. In Maine, the Maine Municipal Association published a handbook in 1975 to guide municipalities interested in interlocal agreements (Maine does not have a Department of Community Affairs, so the Maine Municipal Association undertakes many activities that would be performed by that agency in another state). The handbook offers a wide range of information on forming a partnership (see Appendix C) and is available to communities upon request.

The Maine Municipal Association estimates the handbook has encouraged many partnerships, largely joint purchasing and shared employee arrangements. One of the reasons the Maine Municipal Association cites for the relatively high response rate is that over 80 percent of the communities have populations less than 2500. The Maine Municipal Association hypothesizes that small populations receive greater benefits from joining together to offer services that each alone could not afford. This response conflicts with the University of Massachusetts findings that larger municipalities tend to participate more than small communities in service partnerships (see Appendix A in the Interlocal Cooperation in Massachusetts report). Although Maine does not have an inventory of existing partnerships, officials speculate that partnership participation is more widespread than in other states, again for the reason cited above. Officials observed, however, that the state has a long way to go before really committing itself to the service partnership concept.

Vermont officials expressed less commitment to service partnership promotion, although the Vermont Department of Community Affairs offered workshops and compiled pamphlets in 1978-1979 to respond to questions from town officials. The department's fairly low keyed efforts elicited little response, according to officials, largely because of the strong autonomy issue among the towns. The department remains available for specific assistance when requested, but it is not actively promoting interlocal cooperation at this time.

Although Connecticut has no formal promotional tools, the state mandate on solid waste disposal has encouraged joint sanitary landfills. Joint purchasing and shared information represent two other common service partnerships. State officials point to the autonomy issue as a strong force which impedes partnership formation except when cooperation is extremely attractive (i.e., prohibitive cost of doing an activity alone, such as in the landfill case). Connecticut officials believe that state laws generally authorize joint service provision. No data are

available, however, to indicate how many partnerships exist in Connecticut.

Rhode Island state officials assume no active role in promoting service partnerships. Although partnerships do exist within the state, they generally form on an as-needed basis. However, since there are only 39 cities and towns in Rhode Island, all of which have populations of 4000 or more, the need is less extensive in that state, according to officials. Officials reason that since the towns are relatively large, they can offer most services alone cost effectively. Special legislation does exist to enable communities to get together.

New York and New Jersey have taken a more active role in promoting service partnerships. In addition, new developments are currently occurring in Allegheny County in southwestern Pennsylvania and interested communities can monitor this progress.*

The State of New York has 931 towns, 555 villages, 62 cities and 57 counties. State officials originally promoted an extreme variation on service partnerships, namely, the dissolution of communities to save money. This program failed for two reasons: the communities resisted the dissolution attempts in many cases and, secondly, significant savings were not realized in those instances where a town did merge into another, largely due to the necessary labor agreements. The New York DCA devised a brochure offering an alternative to dissolution (see Appendix C), although dissolution is still included as one option. The brochure, which emphasizes the benefits of cooperative ventures, includes a cost savings checklist for towns to evaluate whether they could eliminate, merge or offer a service jointly with another town. The New York DCA also has a staff available for assistance and cost analysis which it

*The Interlocal Cooperation Program at the University of Pittsburgh released a brochure in April 1982 (see Appendix C). At this time, information on the status of these efforts is unavailable. Officials indicate that this represents the first step in a continuing promotional effort in Allegheny County.

performs at a town's request. Although the brochure was distributed widely, municipal associations expressed interest, and numerous seminars were held, state officials do not believe that their efforts resulted in any significant cost saving measures due largely to the autonomy issue. The agency's current focus, management information systems for communities, has received widespread support because it involves individual towns rather than groups. The state is currently conducting a survey to determine what local governments do to cut costs, but the results are not yet available.

Of the surveyed states, New Jersey has most actively promoted service partnerships. New Jersey's interest in joint service agreements dates back to May 1971, when the New Jersey Department of Community Affairs (DCA), in conjunction with the County and Municipal Government Study Commission, issued a guide for communities considering joint service agreements (see Appendix C). In 1973, two laws were enacted. The first, the Interlocal Services Act, enables localities to enter into agreements. The second, the Interlocal Services Aid Act, designated the DCA as the administrative and regulatory agency to provide monetary and consulting services to municipalities. Starting in fiscal year 1975, and continuing sporadically until fiscal year 1981, DCA allocated state aid to communities wishing to participate in service partnerships. The selection criteria included strong local commitment to success, expectation for local continuation after the grant ended, degree of need, possibility for transferability of idea, and furtherance of other state objectives. The grants covered total operating expenses for the first year with declining amounts for the following three years. In all, the DCA funded 43 service partnerships, largely in FY 1975 and FY 1980. The program ended primarily from lack of funds.

While the efforts of the state could be considered successful, state officials did express some reservations. Officials complained that funded towns lacked commitment so that few partnerships endured after the funding dried up. They recommended a strong emphasis on technical

assistance to alleviate this perceived shortcoming. The second problem was political. The New Jersey DCA found that what seemed practical in principle appeared impractical when it took politics into account. In addition, the agency found localities averse to infringement on their control, especially in terms of state funds in their hands. Therefore, the agency often had little control over how towns spent the money. While New Jersey remains committed to service partnerships, grants are no longer a part of this commitment.

From this informal survey, we conclude that while many of the states have had some role in promoting service partnerships, interlocal cooperation has not been the dominant answer for local cost pressures. Local autonomy has played a large role in dictating this result over the last decade, as have particular community characteristics, especially population and number of communities. Although the lack of good data prevents clear results, a state role in service partnership promotion appears to be somewhat valuable, at least. With the exception of New Jersey, however, the states surveyed put little effort into promoting the service partnership concept and then carrying through with technical and/or financial assistance. A stronger commitment by any one of these states might have resulted in a stronger community response. Massachusetts can have a more effective service partnership program by drawing and expanding on the strengths of these programs and avoiding the weaknesses.

B. RECOMMENDED PROMOTION PROGRAM FOR THE COMMONWEALTH

The 1980's will challenge cities and towns to balance their budgets in spite of federal program cutbacks and taxing constraints. We have identified interlocal cooperation as one option cities and towns can pursue to reduce their fiscal pressures.

Massachusetts has a significant stake in promoting service delivery improvements due to its large role of allocating revenues to cities and

towns. Since the national trend of fiscal conservatism also affects the state's ability to generate revenues, any cost saving techniques are welcome. The state should also promote efficient service delivery to relieve the burden on localities from state-mandated service administration. Historically, state mandates increase the towns' already heavy workload, exacerbating their fiscal problems. Service partnerships are one way to relieve this burden.

Although we found a number of partnerships throughout Massachusetts offering a variety of services, interlocal cooperation is not widespread in the state. We identified a number of reasons for this in the study Interlocal Cooperation in Massachusetts. In summary, communities are wary of service partnerships due to:

- a lack of general knowledge on how partnerships operate,
- a sense of the potential to lose control,
- political complications/implications, and
- financial limitations.

The following recommendations for a state-sponsored partnership promotion program were developed to address these concerns. The proposed program has four components: information, technical assistance, financial assistance and joint ventures with other state agencies.

1. Information

We found that many local officials are unfamiliar with the joint service provision concept and the benefits from these arrangements. Therefore, we believe that the first step in promoting partnerships is to provide an increased awareness of partnership characteristics and benefits to local officials. To achieve this increased awareness, EOCD should familiarize interested officials with existing successful partnerships in the state. Tools which EOCD can use to provide this information include: seminars/workshops, literature distribution and networking.

Seminars and workshops are an attractive tool in disseminating information efficiently and effectively. While seminars and workshops require a lot of planning and preparation, they are relatively inexpensive and will significantly increase local officials' awareness of existing service partnerships rather quickly (often in the course of one day). We recommend that the state offer seminars and workshops in various locations across the state to maximize attendance and enhance effectiveness. These workshops and seminars should be both general and functional. They will start off by generally describing what partnerships are, how they work and how a town can begin evaluating whether partnerships are a good tool for their situation. This general overview can then be followed by panel discussions describing more specifically how to set up partnerships, how to write contracts, and how to determine cost effectiveness. Panelists would primarily include EOCD personnel and officials involved in existing partnerships. EOCD already has a natural network through which it can contact officials and interested parties across the state concerning the scheduling of these workshops.

Following the pattern of other states, a second information dissemination tool is literature distribution. Publications could range in format from short promotional pamphlets, citing the general benefits of partnerships, to in-depth handbooks, describing the components of a partnership. The handbooks should also include descriptions of existing partnerships, models of partnership agreements, and lists of various information and financing sources (see Appendix C for several examples of this handbook technique used in other states). Since this literature would closely resemble the content of the workshops, the publications should be designed concurrently with workshop planning. In addition, distribution of the literature at the workshops can serve as documentation to the oral presentations.

A further step EOCD should take to improve the information flow is establishment of a networking mechanism among communities. This network

should take two forms: first, an information referral service, directing interested officials to knowledgeable sources, and second, a partnership referral service, matching towns together to form partnerships.

The information network will enable interested local officials to communicate directly with persons involved with existing partnerships. Personal interaction may improve understanding and build informal yet enduring ties between communities. EOCD can enhance this networking mechanism by developing and maintaining a telephone directory of key officials associated with existing partnerships. With this directory, interested officials initially only need to know the correct EOCD employee to contact, rather than the partnership officials.

The networking function can also include a matching service whereby a town official interested in partnership information can identify potential partners in neighboring communities. Continued communication with communities will enable EOCD to identify potential partnerships and facilitate local interaction that could lead to partnership formation. EOCD could take one of two roles here. One role is passive with EOCD merely taking names and interests from towns and waiting for others to call in order to make a match. The other role is more active and therefore, more likely to succeed. In this second role, the state would actively seek out potential partners once one town has voiced its interest (this is discussed in more detail in the Technical Assistance section below).

Both networking functions allow the state to show its interest in getting towns to work together. These networking functions are relatively simple to undertake and advertise (especially since EOCD already has a working relationship with all the cities and towns) and takes the information dissemination role one step further than most other states.

2. Technical Assistance

We recommend that EOCD offer technical assistance as the second step in the service partnership promotion program. Once a community or group of communities has gained information on interlocal cooperation and expressed an interest, the next step is to study the feasibility of initiating a partnership. EOCD can play a major role in this area. The first role is as general advisors. Upon request, EOCD employees would visit the towns to study the current situation and offer guidance in partnership initiation. EOCD could help identify the areas in which a town might benefit most from cooperation. In addition, EOCD can outline the necessary legal and financial arrangements as well as help outline a management design. All of this assistance would be in the form of initial planning followed by a second, more in-depth level of technical assistance.

This second level of assistance is the performance of feasibility studies. Again, on request from the towns involved, EOCD should either perform feasibility studies or oversee an outside contractor, hired by the towns to do the study. These studies will expand on the general guidelines for partnership design formulated during the first phase of assistance. The feasibility studies will, however, explicitly design a management structure as well as delineate administrative responsibilities. In addition, a key component of any feasibility study is a cost effectiveness analysis. This type of analysis compares current costs and benefits to costs and benefits under the proposed system (i.e., a partnership arrangement). In order to perform the feasibility studies with some consistency, EOCD should design an outline stating the minimum amount of information and detail required in the study. The feasibility outline used in New Jersey is reproduced in Table A as an example.

Technical assistance, in the form of advice or in-depth feasibility studies, will alleviate many of the start-up problems we identified in the study, Interlocal Cooperation in Massachusetts. A standardized study

process will force municipalities to face some hard decisions before the partnership starts. Feasibility studies which are specifically designed to find and solve problems before the partnerships begin, however, will help to ensure successful partnerships.

Table A

Example of a Feasibility Study Outline:
New Jersey Interlocal Services Aid Program

- I. DESCRIBE: Existing level of service currently being provided by each individual unit of local government.
- II. DESCRIBE:
 - A. The costs to each individual unit of local government in providing the existing service, now and projected.
 - B. If a local unit of government is not currently providing the particular service in question, describe the costs to the local unit if it were to provide the service.
- III. DESCRIBE:
 - A. The service to be provided on a joint basis.
 - B. How it would be organized and administered.
- IV. DESCRIBE:
 - A. The cost of providing the joint service.
 - B. Explain how the total cost is to be allocated between or among the units of local government involved.
 - C. State which unit of local government will act as agent for other participants.
- V. DESCRIBE:
 - A. The benefits resulting from the provisions of the joint service.
 - B. Examples:
 - 1. Any increased level of service to be specifically stated.
 - 2. Any decrease in cost of services to be specifically stated.
 - 3. Other.
- VI. DISCUSS:
 - A. The expected degree of success--i.e., likelihood of the project being supported and implemented by local officials.
 - B. Would this project be implemented in absence of State Aid? Is it likely to be continued after State Aid ends?
 - C. Will the activity demonstrate any ideas, methods or systems that might have applicability elsewhere in New Jersey?
 - D. How badly is the program needed?
 - E. Will it further any other State or Federal objectives?

3. Financial Assistance

Many of the partnerships we studied resulted from unique circumstances, and as a result, general progress toward shared service arrangements in Massachusetts has been episodic.

A carefully designed program of financial assistance to aid communities in the formation of partnerships would serve to help communities in carrying out feasibility studies and in overcoming the initial barriers to partnership formation.

All of the cases we studied were commenced prior to the passage of Proposition 2 1/2 in 1980 and many of these required outside financial resources. Given the budgetary constraints of Proposition 2 1/2, localities are faced with severe limitations on their ability to fund new and untried service arrangements. Consequently, we believe that the ability to provide financial assistance to communities is critical to achieving EOCD's goal of fostering service partnerships.

In addition to funding feasibility studies where local resources are inadequate, three principal reasons for state financial support exist.

First, communities may resist partnership formation if start-up costs strain their budgets. The state should offer some financial assistance to these communities for planning and staffing activities. In addition, funding operating expenses in the partnership's early stages may enable cities and towns to move more quickly toward the new arrangement. The state should phase out operating assistance over a relatively short period of time, allowing communities to assume full budgetary responsibility in a one to four year time period, depending on the circumstances.

Secondly, in some cases implementation of shared service provision requires large capital expenditures such as laboratory equipment or vehicles. State financial assistance could allow communities to overcome the often insurmountable formation barriers that non-recurring capital expenditures create.

Finally, the state should consider using financial incentives to encourage partnerships in untried service areas for which feasibility studies indicate a favorable result. These areas--police, fire, public works, assessing and accounting--are untried but have a high potential payoff. Once the program in one of these untried areas succeeds, EOCD could promote it as a model for other towns, using the initial groups as a prototype.

An example of this type of program is the proposed regional police department for a group of towns in the northwestern part of the state. Since a number of obstacles exist for this type of joint agreement, state involvement has definite advantages. By financing the project, the state is taking most of the initial financial risk. And, although local officials have some concern over the project, many (although not all) of these concerns will be allayed with the state bearing all of the initial costs. The state will benefit from this project if it succeeds (i.e., the towns are willing and able to continue the service without state aid), since the state will then be able to cite an example of a successful partnership in a function service in which cooperation has been difficult to foster. Other service areas which have also resisted partnership formation are fire departments and assessment operations. The state should actively seek out and provide financial aid to towns interested in forming partnerships in these areas.

The state may also wish to initiate partnerships in geographical areas that currently do not have any visible cooperatives. We have found that officials in a region can observe and learn from a cooperative arrangement if it is close by. This closeness often results in a

positive influence so that other towns decide to try what the prototype set of towns is doing or ask to join the towns if excess capacity exists.

While the state can greatly reduce the local risk of sharing services by offering financial assistance, it should establish criteria for its participation. These criteria should include:

- a strong local commitment, perhaps evidenced by some local cost sharing;
- an assessment of the probability of continuation after state assistance ends;
- an assessment of need for outside financial assistance.

It can be expected that over time, the benefits of specific kinds of partnerships are likely to become well known and documented. As this occurs, the complexity of determining feasibility will lessen and the barriers to establishing partnerships in these functional areas will also diminish. Accordingly, the state should tailor its financial commitment to the relative needs of different types of functional partnerships. State assistance should be modest in functional areas where well documented programs exist, the benefits are clear, and the barriers to partnership formation are low. Conversely, state aid should be more heavily concentrated in functional areas where limited experience in shared service arrangements exists and the barriers to partnership formation are high.

4. Joint Ventures with Other State Agencies

Finally, we recommend that EOCD encourage and work with other state agencies to promote service partnership formation. The financial, technical and informational assistance these agencies can offer will increase the total statewide resources available to help partnerships develop and function. For example, the Department of Elder Affairs currently manages a discretionary fund for special projects undertaken by town councils on aging. Towns must apply for the grants and the application instructions specifically state that projects carried out by

two or more towns will receive special preference. This type of action on the part of various state agencies would facilitate partnership formation in a number of different areas including health (Department of Public Health) and accounting and/or assessing (Department of Revenue).

In conclusion, we have identified a strong role for EOCD to undertake in promoting service partnerships. The program consists of information dissemination, technical assistance and financial assistance. In addition, EOCD should try to elicit support from other state agencies, drawing on all the available expertise to administer this program.

In the course of our analysis, it has become apparent that communities across the state are at different stages in their awareness of the service partnership concept. While some towns are unfamiliar with service partnerships, others are actively participating in a partnership or pursuing the possibility. EOCD will need a balance of resources to serve these diverse situations. A program which concurrently encompasses information dissemination, technical assistance, and financial assistance will enable EOCD to administer the necessary level of assistance quickly and efficiently.

An on-going and coordinated effort in all of the program areas--information, technical assistance and financial assistance--between EOCD, the legislature and other state bodies will certainly improve local awareness of service partnership potential. We are also confident that more towns will undertake partnership formation, both independently and in conjunction with the state, after the program has begun. The cumulative effect of EOCD's promotion effort will be more streamlined and efficient service delivery at the local level.

APPENDIX A: SERVICE PARTNERSHIP ABSTRACTS

1. WESTERN FRANKLIN COUNTY VETERANS SERVICE CENTER - Formed in 1945, the center helps war veterans in obtaining financial assistance, processing veteran-related paperwork, and honoring the dead. The center serves ten towns, nine in Western Franklin County and one in Hampshire County.
2. NORTHBRIDGE-UXBRIDGE SUMMER CAMP FOR SPECIAL NEEDS CHILDREN - This summer recreation program serves 18 moderately handicapped children from Northbridge and Uxbridge. A director and two assistants organize swimming, crafts, and field trips for a six-week period. Operating since 1950, the camp requires minimal financial and administrative support from the two towns.
3. SHARED ADMINISTRATIVE ASSISTANT - In 1980, Sunderland, Shutesbury, and Leverett, inspired by Erving, Wendell, Warwick and Northfield's successfully shared administrative assistant, established a similar EOCD-funded position. The State failed to meet its funding responsibility and the program was abandoned in 1981.
4. EASTHAM-ORLEANS AMBULANCE SERVICE - This non-profit organization provides ambulance service for Orleans and Eastham residents. Organized in the 1940's, the association operates independently of town fire and rescue squads to provide non-emergency transport to and from major medical centers.
5. SHARED PUBLIC PROSECUTOR - The Plymouth County towns of Wareham, Marion, Carver, Rochester, and Mattapoisett have received full-time, professional assistance from a public prosecutor since 1968. The prosecutor handles all matters involving the communities and their by-laws before the district court.
6. WEYMOUTH-BRAINTREE RECREATION/CONSERVATION DISTRICT - The Weymouth-Braintree District is managed by a board composed of both towns' selectmen and includes a 20-acre lake and 30 adjoining camping and recreational acres. The Army Corps of Engineers built a dam to create the lake and control flooding in 1972.
7. QUABBIN HEALTH DISTRICT - This consortium of Ware and Belchertown delivers public health services. The district was formed to allay increasing concern about sanitary practices, heightened by civil litigation. The state is providing start-up and operating funds during the partnership's first four years.

8. STURBRIDGE-SOUTHBRIDGE LANDFILL - Sturbridge and Southbridge combined efforts in the early 1970's to provide a landfill in Sturbridge for both towns. When the fill reached capacity in early 1980, the towns could not agree on a new site so they discontinued the partnership.
9. ISLAND COUNCILS ON AGING - Originally, this partnership provided transportation service for Martha's Vineyard elderly. Additional services have been added, such as home care and nutritional counseling. Funding comes from various federal, state, and local sources.
10. METROFIRE - Metrofire is a mutual aid agreement among 33 towns within the Route 128 beltway and the Massachusetts Port Authority. The cooperative agreement among the town fire chiefs encourages more efficient use of fire fighting, rescue, and ambulance capacities.
11. SHELBURNE-BUCKLAND SHARED PLANNER - The towns of Shelburne and Buckland organized a project to renovate a bridge between the two communities and used a shared town planner to administer the project. The planner coordinated the project's financing while obtaining grant money from the state and contributions from private business.
12. BURLINGTON-WOBURN SPECIAL NEEDS RECREATION PROGRAM - By pooling staff and facilities, these two towns provide a weekly program for special needs children. The cooperative effort, begun in 1982, relies on volunteer staffing and diverse sources of funds.
13. SALEM-BEVERLY WATER BOARD - The board was formed in 1913 to ease the chronic water shortage that Salem and Beverly had experienced for several decades. The board is governed by city representatives and a gubernatorial appointee. Authorized to issue bonds, the board is currently undertaking a \$15 million facility improvement program.
14. ABERJONA RIVER COMMISSION - This state-created commission, representing seven adjacent towns, attempted in 1972-73 to develop proposals for water pollution abatement in the Aberjona River watershed. Although a volunteer staff of Tufts University engineering students thoroughly documented types and sources of pollutants, the commission failed to garner outside funding or to arouse local support for the cooperative cleanup effort. The group disbanded in 1973.

15. SHARED ADMINISTRATIVE ASSISTANT - A shared professional provides administrative and technical assistance to the boards of selectmen in Erving, Northfield, Warwick, and Wendell. Starting in 1979, the administrative assistant has worked directly for each board of selectmen, though funding responsibility has gradually shifted from the state to the towns.
16. TRI TOWN HEALTH DEPARTMENT - Lee, Lenox, and Stockbridge formed a "Milk Laboratory" in 1930, to prevent the outbreak of disease. After World War II, the health official's responsibilities expanded to include percolation tests, water analysis, and various inspections. Today, these Berkshire County towns benefit from a professional sanitarian's full-time services.
17. WACHUSETT AREA BUILDING COMMISSION - A shared employee provides building inspection and zoning enforcement services for the towns of Ashburnham, Hubbardston, Templeton, and Westminster. The commission was formed in 1975 to satisfy a state law requiring municipalities to assume responsibility for local building inspections.
18. MALDEN DATA PROCESSING CENTER - The City of Malden provides data processing services to Medford and Revere, using excess capacity in its large mainframe computer. Medford purchases payroll processing and Revere contracts for processing of its payroll, crime reports, and tax assessments. Malden gains by generating additional revenue, although the city's management policies limit the program's full potential for revenue.
19. PUBLIC WORKS EQUIPMENT BARTER - The public works departments of Arlington and nine neighboring towns and cities in the Boston area share special equipment, facilities, and trained operators, both in emergencies and for special projects. Participants avoid administrative complications by using a barter system to assure equitable trades of operator time. The arrangement helps departments avoid capital equipment costs by making trades that more fully utilize idle capacity.
20. NASHOBA ASSOCIATED BOARDS OF HEALTH - This association of the boards of health of sixteen Nashoba Valley towns was formed in 1932. It acts as these towns' agent in providing sanitary inspections, health and dental clinics, social worker consultation, and nursing services on a per capita per town annual assessment basis.

APPENDIX B: LEGAL POWERS FOR MUNICIPAL JOINT SERVICES

A large body of law in Massachusetts grants both general and specific powers for local cooperation and consolidation of services. Definite authority for joint municipal activities can be found scattered throughout the Commonwealth's General Laws and in the Home Rule Amendment to the state constitution. Statutes specifically permit cooperation in purchasing, fire-fighting, bridge and highway repair, snow removal, garbage collection, and other, non-core services. A sample of such powers with their legal citations follows at the end of this discussion. Local officials supervising many joint operations appear to be familiar with these powers and especially to endorse the tradition of mutual aid during emergencies.

More generally, Chapter 40, Sec. 4A, of the General Laws authorizes towns and cities to move beyond intermittent mutual aid into "joint operation of public activities." Joint operation under this statute requires specific approval by city council or town meeting, thus requiring a more formal arrangement than one simply ratified by municipal executives as part of a management decision. The statute permits joint contracting of any activities which towns individually have powers to conduct.

Although the statute supports cooperation even to the point of consolidated inter-municipal departments, it provides an escape clause which may have a chilling effect on more capital intensive joint efforts. By specifying that any partner may terminate a joint-service agreement with only sixty days' notice at the end of a fiscal year, the law renders all agreements somewhat temporary and tentative. Towns considering consolidated core services--police, fire, and public works departments--may not see major joint capital investments as secure under the terms of this clause (6). Although this provision protects governments from unsatisfactory long-term contracts, it may also

undermine attempts to cut major costs through consolidation of expense equipment and skilled labor.

Chapter 40, Sec. 4A, also implies that a town which shares equipment and employees will be liable for property damage and personal injuries. For many reasons local officials may prefer to see accident risks assumed by a borrower--who will supervise workers and equipment and may therefore share blame in the event of an accident. The spectre of a major insurance claim or court case developing from "outside work" may cause town attorneys to frown on cooperative agreements as endorsed by this law.

The Home Rule Amendment to the state constitution (1966) gives local governments freedom to carry out any functions except those specifically denied by the constitution or the legislature. This broad "passive" grant of powers may be seen as providing room for local cooperative initiatives. Conservative officials nevertheless may hesitate to rely on "Home Rule" for authority to act because its exact meaning and practical consequences remain to be clarified by court tests.

In summary, state law upholds municipal service partnerships with both broad and narrow statutes, yet it still provides cause for town attorneys and department officials to remain cautious about certain risks: liability for damages, escape clauses, and lack of judicial interpretation. Although these issues surfaced only rarely in the cases examined in this study--and appear to present few difficulties to many successful joint operations--one can speculate about how perceived legal risks may inhibit cooperation among the preponderance of localities which do not work jointly with one another. The strong bias toward informal agreements throughout Massachusetts suggests that towns like to "keep things simple," which can mean avoiding legal technicalities. Along the same line of speculation, the absence of even one example of a consolidated core service--amidst an abundance of joint support and non-core services--may implicate the escape clause in Chapter 40, Sec. 4A

as a counterproductive measure. The perception of legal pitfalls and exposure to liability may still restrain local officials from experimenting with joint services as means for reducing their costs, in spite of the state's numerous and generous grants of authority.

The following list presents examples of citations which towns and cities may use to support their joint activities (5).

INTER-TOWN SERVICE AGREEMENTS: Mutual Aid, Joint Provision

TOPIC OF LAW		CHAPTER (all MGLA unless noted otherwise)	SECTION
mutual aid	Fire Fighting	40	59 A
joint provision	Omnibus	Home Rule	6
	Omnibus	40	4 A
	Construction of Public Works	40	4 D
	Collaborative Educational Program & Services	40	4 E
	Repair of Bridges	84	2
	Repair of Highways	84	5
	Removal of Snow	84	5 A
	Joint Course of Extended Study for Working Children	117	77

REGIONAL ORGANIZATIONS: Merged Departments, Formal Districts
(facilities, personnel, committees)

	TOPIC OF LAW	CHAPTER	SECTION
merged departments	General Municipal Organization	Home Rule	throughout
districts	Special Education	15	10
	Solid Waste Disposal District	16	18-21
	Labor Relations Committee	23	9 P
	Building Code Appeals	23	23
	Golden Age Club	23 B	3
	Regional Incinerator Committee	40	4 A
	Public Beach District	40	11 A-12 B
	Refuse Disposal District	40	44 A-K
	Regional Police District	40	90 B-K
	Regional Planning District	40 B	1-7
	Superintendent of Streets	41	67
	Joint Infirmary or Hospital	47	4
	Regional Incinerator District	59	5
	Regional School District	71	14-20
	Occupational Guidance Director	71	38 D
	School Superintendent District	71	61-65
	Regional Vocational School Dis.	74	4-24
	Public Library	78	19 C-D
	Sealer of Weights District	98	6
	Regional Health District	111	27 A-D
	Joint V.D. Clinics	111	117
	Air Pollution Control District	111	142 C
	Regional Veterans Service Dis.	115	10
	Regional Housing Authority	121 B	3 A
	Building Inspector District	143	3
	Regional Transportation Dis.	161 B	1-25
	Water Supply District	164	2 A

NON-SERVICE COOPERATION: Pooled Funds, Consolidated Bonding,
Joint Purchasing

	TOPIC OF LAW	CHAPTER	SECTION
pooled funds	Contributory Retirement District	32	28(4) B
	Contributory or Blanket Insurance Programs	32 B	11
	Contributory Group Accident Insurance Policy	32 B	12
	Cost-Sharing of Educational T.V. Programs	71	13 F
	Pooled Workers Compensation (through Massachusetts Municipal Association)	Special acts of 1982	
consolidated bonding	Municipal Qualified Bonding Act	44	4 A
joint	Omnibus State-Town	7	4 A
purchasing	Omnibus Town-Town	7	4 B, 22 A-B
	Joint Advertising Contracts	40	6 A

APPENDIX C:EXAMPLES OF INTERLOCAL COOPERATION HANDBOOKS

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To Cooperate or Not to Cooperate:

A Report on
Intergovernmental Cooperation
in Allegheny County



Allegheny Conference
on Community Development

Consortium for Public
Administration Field Services

April, 1982

Fellow Citizens:

Intergovernmental cooperation has been the goal of intense, episodic efforts in Allegheny County throughout this century. Regrettably, good intentions have seldom produced the results that the projects' sponsors had hoped for, leaving a legacy that could easily discourage new efforts in the 1980's.

Why, then, are we undertaking yet another project? First, because intergovernmental cooperation now offers more potential than any other approach for addressing the complex, controversial, and sometimes grimy issues challenging Allegheny and surrounding counties — issues such as restoring decaying streets and bridges or disposing of solid and hazardous wastes. Second, as costs escalate and state and federal funds dwindle, intergovernmental cooperation offers possibly the only viable approach for continuing to deliver critical municipal services. Third, and most importantly, citizens and municipal officials seem to be more willing to consider cooperative approaches, in part resulting from the growing success of cooperative arrangements.

Intergovernmental cooperation is generally defined as any verbal or written agreement between two or more municipalities or between a municipality and other levels of governments. The purpose: to reduce costs and to improve the delivery of municipal services to citizens. Cooperative agreements range from municipal officials serving on council of government committees to municipi-

palities assisting each other in emergencies, sharing materials and equipment, jointly dispatching police, or providing animal control services.

The overall purpose of this current effort — the Intergovernmental Cooperation Project — is to examine ways of fostering cooperation among municipalities; to facilitate the development of cooperative arrangements that can work today and prevent further inattention to pressing issues.

The project has two major objectives. The first objective was to survey public officials and citizens in Allegheny County on intergovernmental cooperation.

The second objective of the project is to design and implement resources that will aid municipalities facing intergovernmental problems. We hope that these resources, together with the motivation of municipal officials to improve the delivery of services, will encourage local governments to respond cooperatively to the challenges and opportunities of the 1980's.

The focus of the project is Allegheny County, which has the greatest concentration of municipalities and intergovernmental issues in Southwestern Pennsylvania. Since Allegheny County contains approximately two-thirds of the region's population and an even greater proportion of its urbanized population, many of the issues confronting its municipalities spill over into the surrounding counties and their municipalities. We hope that the analyses undertaken in Allegheny County provide a guide for similar

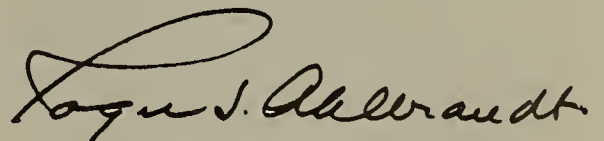
studies and that the resources recommended for fostering cooperation here are applicable in other counties.

This report presents a discussion of the state of intergovernmental cooperation in Allegheny County and recommendations for providing resources to encourage cooperation. We welcome your comments and suggestions for fostering intergovernmental cooperation and, in particular, on the recommendations in this report.

I would like to express my special appreciation to the municipal officials and citizens who provided the inspiration for this project and the information required during its execution.

I would also like to thank the members of the Advisory and Technical Committees for their contribution to the development of recommendations, to the community foundations for providing financial support, and to the Graduate School of Public and International Affairs, University of Pittsburgh, for providing administrative support for the project.

We believe this project demonstrates that the involvement of public and private leaders in a common endeavor can make a difference in the quest for better government and the improved quality of life in our community.



Roger S. Ahlbrandt

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The Need for Cooperation



1. The Challenges and Opportunities for Local Government in Allegheny County



The 1980's will undoubtedly pose severe challenges to local governments in this region, as sluggish economic growth, high rates of inflation, and federal and state government cutbacks take their toll.

The sluggish economic growth of the past thirty years has had a massive impact on the fortunes of local governments, especially the smaller industrial municipalities. The economy of the Pittsburgh area, although diversified, has shown only a small increase in jobs. Our economy has held its own and even surpassed other Northeast and Midwest areas, but it still lags behind areas in the South and West that are enjoying unprecedented growth. On top of this, Allegheny County and three-fourths (78%) of its 130 municipalities are losing population. Even more alarming, a series of studies over the past 15 years indicates an increasing deterioration of the County's municipalities. By 1981, 47 communities, as well as the entire County, had been designated "distressed" by the U. S. Department of Housing and Urban Development. It is likely that local budgets will become even more strained as the Federal government divests itself of many programs by transferring responsibilities to states and localities.

Smaller communities doubly suffer since they are unable to offer comparable services as their larger neighbors at similar prices. Small communities appear to spend more for certain

services on a per capita basis, even though they are providing fewer services than larger municipalities. Project surveys show that communities with fewer than 3,000 residents are paying over \$60 per capita for police services, while communities of more than 7,000 are paying under \$45 per capita. Larger communities also provide more discretionary police services, such as juvenile services or special vice squads, than their smaller counterparts. Some smaller communities are barely able to provide the minimum number of police officers required to maintain round the clock, week-long service, thus creating a potential threat to the safety of citizens.

All municipalities, large or small, are increasingly confronted with issues that defy resolution on an individual basis. For example, storm water management requires the participation of all communities in a watershed — those upstream often generating excessive runoff, and those downstream suffering the consequences. Similarly, hazardous and solid waste disposal cannot be handled on a community-by-community basis, except with methods that are expensive and may be detrimental to the environment. Finally, small communities cannot individually promote economic development with much hope of attracting outside business interests.

But communities can meet these challenges if they respond cooperatively. Implementation of coherent storm water management plans can remove many of the most formidable barriers to development. Interjurisdictional approaches to waste disposal can create opportunities to recycle or recover energy from the wastes and solve ecological problems posed by traditional disposal techniques.

In summary: Local government budgets have become strapped and pressing issues have become predominantly interjurisdictional. Inter-governmental approaches are attractive for their resolution.

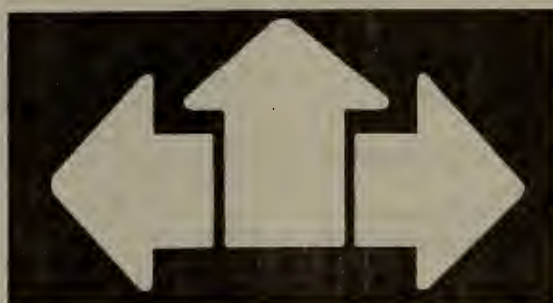
All municipalities have implemented management innovations, drawing upon internal staff capabilities or outside expertise from public and private agencies and consulting firms. These efforts should be applauded as viable attempts to deliver more of the same services with fewer funds. However, it is questionable whether significant additional savings can be realized by such improvements without counterproductive results. For example, the cost of shaving maintenance budgets for capital facilities has led to their accelerated decay and the prospect of even greater costs for their rehabilitation or replacement — a massive dilemma confronting all municipalities across the County and region.

Some municipalities have transferred service responsibility to other jurisdictions, yet there are few opportunities for further transfers. Allegheny County Government has been the primary recipient of such service transfers over the years, assuming responsibility for such traditional municipal services as public health, or providing new services for individual municipalities in mental health, police and fire training, police detective and special squads, regional parks, and bookmobile services. In addition, independent authorities have assumed transit (Port Authority Transit) and sewage treatment (ALCOSAN) responsibilities. Given that county government is confronting the same fiscal constraints as municipalities, it is doubtful whether further transfers are likely without identification of new revenue sources.

Earlier efforts to streamline municipal service delivery in this region through top-down restructuring of local governments failed to gain the support of either municipal officials or citizens at the polls. Examples are those efforts to create a "federated" county/municipal government in the 1920's and 1930's and a stronger home rule charter for Allegheny County government in the 1950's and 1970's.

Voluntary intergovernmental cooperation, however, has gained momentum over the past decade, providing a less expensive way to deliver services with no loss of local autonomy or service quality. Most frequently, individual governments initiate the cooperative arrangements. Recently, councils of governments (COGs) have been created by groups of governments to foster cooperation. Eight COGs now exist,

2. Alternative Approaches to Addressing Local Government Challenges and Opportunities



Examples of Cooperative Arrangements

I

Mt. Lebanon

The home rule municipality of Mt. Lebanon has used intergovernmental cooperative arrangements to achieve several objectives.

Increasing the Quality of Existing Services: Mt. Lebanon, Baldwin Township, Castle Shannon and Dormont jointly support Medical/Rescue South — a medical rescue service with a mobile intensive care unit under the command of St. Clair Hospital and staffed by paramedics.

Reducing the Costs of Existing Services: Mt. Lebanon, Upper St. Clair, Scott and Dormont jointly provide dawn-to-dusk professional animal control services.

Obtaining Grants for Innovative Programs: With initial funding from the federal government, Mt. Lebanon, Dormont and Baldwin Township jointly established a police management records and information center. Computerized storage and retrieval of police information have produced time and cost savings.

Avoiding Duplication of Services Already Provided by Others: Mt. Lebanon and Upper St. Clair provide joint financial support for "Outreach South" — a program designed to keep alienated youth out of the criminal justice system. The program was initiated by Upper St. Clair and subsequently joined by Mt. Lebanon.

Mt. Lebanon also is an active member of the South Hills Area Council of Governments (SHACOG). Mt. Lebanon participates in the SHACOG employee credit union, police film library, and community development growth programs.



covering over two-thirds of the municipalities in the County. Other groups of governments, such as the Allegheny League of Municipalities, joint planning commissions, and the various associations of boroughs and townships have

The Steel Valley

The Steel Valley Council of Governments (SVCOG) is a voluntary association of ten municipalities located southeast of Pittsburgh. The SVCOG provides a mechanism for identifying new opportunities for cooperation, administering specific cooperative arrangements and providing day-to-day management assistance to member municipalities.

Community Development: SVCOG serves as the administrative agent for community development grants from Allegheny County Government. It funds such activities as the reconstruction of sewer catch basins and sidewalk ramps, and the demolition of dilapidated or vacant structures.

Local Development Corporation: SVCOG provides coordination and support services for three local development corporations designed to spur commercial development through renovation and marketing of aging central business districts.

Regional Pollution Control: SVCOG is participating in a demonstration project designed to determine whether the reduction of air pollutants may be accomplished through nontraditional methods, such as street cleaning and controlling dust. Twin Rivers COG and Turtle Creek Valley COG are also part of this demonstration project.

Human Services Center: SVCOG has purchased the old Homestead High School building and is proceeding with plans to convert it into a regional human services center. The center will house COG offices and a number of private and public social agencies.

In addition, SVCOG provides member municipalities with government liaison services, grantsmanship seminars, and specific management services, such as building inspection.

also initiated cooperative efforts. (See Exhibit I for examples of cooperative arrangements in Mt. Lebanon and the Steel Valley Council of Governments.)

In Summary: Given the limited potential for management innovations and functional transfers, voluntary cooperation emerges as the only effective approach; and considerable money may be saved in the process.

3. The State of Intergovernmental Cooperation in Allegheny County



Intergovernmental cooperation is strongly supported by citizens and municipal officials. Two surveys conducted as part of this project show that citizens and municipal officials approve cooperative efforts and feel that additional cooperation is desirable.

A majority of citizens indicated support for joint delivery in all municipal services surveyed. Almost all citizens (96%) were able to offer informed, rational reasons for their position and close to a third (31%) were able to identify specific cooperative arrangements involving their municipalities.

Elected municipal officials not only indicated a strong support for cooperation, but over two-thirds (68%) of those surveyed participate on COG boards of directors or other groups involving elected officials from other jurisdictions. Most of the elected officials (87%) had proposed cooperative arrangements to their governments and saw the greatest potential for future cooperation in joint police services.

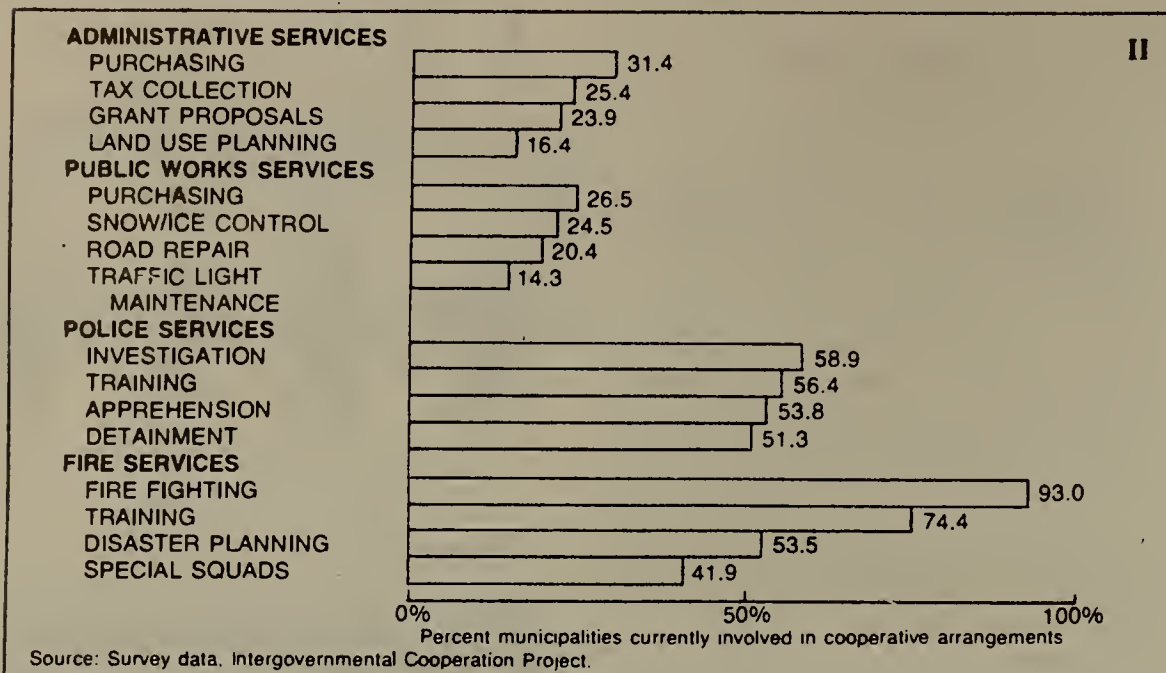
Appointed municipal officials indicated that the typical community currently has eight cooperative arrangements: three in police, two in fire, two in public works, and one in administrative services. (See Exhibit II for the most prevalent arrangements in each service area.) In general, larger, affluent communities are more likely to be involved in cooperative arrangements.

Appointed municipal officials see even more potential for future cooperation, especially in administrative and police services. (See Exhibit III.)

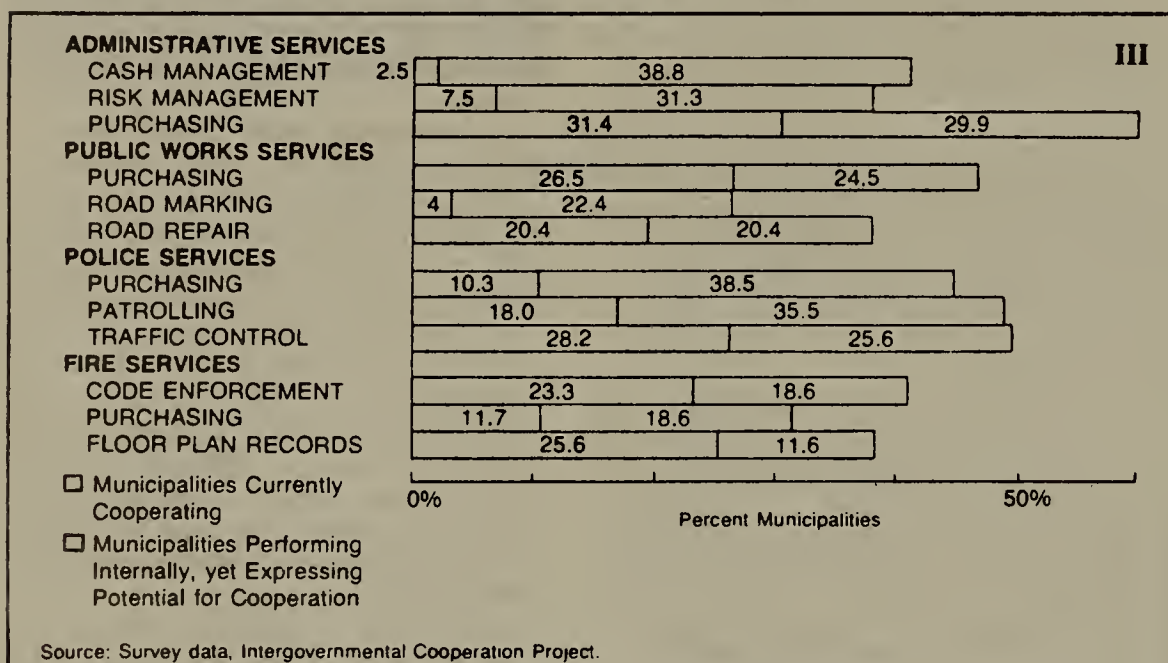
Municipal officials and citizens responding to the survey most frequently mentioned potential cost savings as the factor encouraging cooperative service delivery, closely followed by potential improvements in the quality of existing services. The most frequently mentioned discouraging factors were the potential loss of control over personnel and the reluctance to modify existing practices.

Municipal officials considered information on cooperative efforts in other communities to be the most helpful tool in

Prevalent Cooperative Arrangements for the Provision of Municipal Services



Current Levels of and Expressed Potential for Cooperative Arrangements in Selected Municipal Services



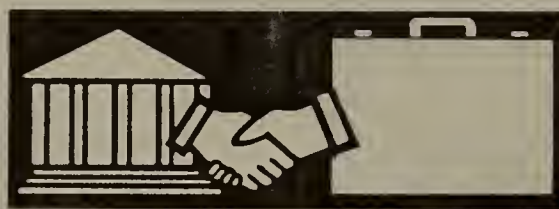
establishing their own arrangements, followed by feasibility studies of undertaking cooperative arrangements, and hands-on technical assistance in implementing such arrangements. Officials preferred to receive assistance from resources with close ties to their municipalities and from organizations that have the appropriate expertise.

These positive attitudes seem to reflect the benefits felt when cooperative approaches are successfully implemented and maintained. Prior surveys, dating from 1955, indicate substantial growth in cooperative arrangements. This survey found that municipal officials in communities more committed to cooperative arrangements were also more likely to perceive greater benefits from cooperation in the next 5-10 years. Cost savings from cooperative arrangements provide part of this incentive. Municipal officials reported an average savings of 57%

from joint efforts. (See Exhibit IV.)

In Summary: Citizens and municipal officials support intergovernmental cooperation and see even greater potential for cooperation in delivering services and addressing pressing needs.

4. The Need for Resources



Municipalities often require assistance to initiate and maintain cooperative arrangements. Some arrangements are technically complex, requiring specialized expertise, such as in cash or risk

management, or are politically sensitive, requiring well-designed approaches to deal with fiscal and personnel matters.

The resources available to provide this assistance are meager compared to the potential illustrated by the surveys or to the enormity of intergovernmental problems, such as decaying capital facilities. In 1980, each of the councils of governments undertook an average of two assistance projects. Due to the limited staff resources of COGs, over half of these projects required supplemental assistance from private consultants or others. In addition, eleven assistance projects were undertaken by the following organizations:

- Southwestern Pennsylvania Regional Planning Commission (SPRPC), the regional planning organization for Allegheny and surrounding counties;
- Allegheny League of Municipalities (ALOM), a voluntary association of governments addressing the common concerns of municipalities and Allegheny County Government;
- Allegheny County Government, which administers common planning activities and provides community development funds to municipalities;
- Pennsylvania State Government, especially the Department of Community Affairs, which provides financial as well as technical assistance to local governments;
- Pennsylvania Economy League, a civic organization established to improve the efficiency and effectiveness of local governments;
- Allegheny Conference on Community Development/Greater Pittsburgh Chamber of Commerce, two civic organizations that address community concerns common to public and private leaders;
- Universities, especially the Consortium for Public Administration Field Services, a joint effort of three local universities to address the common management needs of local governments.

Most of the assistance projects were small and primarily targeted administrative services. None of the projects addressed major new issues in a disciplined or coordinated manner, leading to the development, adoption, and implementation of practical recommendations.

In Summary: The gap between the need for assistance in undertaking cooperative arrangements and available resources must be closed if we are to make effective responses to the challenge of the 1980's.

SPRPC is assuming a similar responsibility for providing general information on cooperative arrangements to municipalities in surrounding counties. The Commission should work cooperatively with ALOM on information activities to save scarce resources and increase the benefits to municipalities.

Implementation of the ALOM coordinating activities should follow its annual conference; implementation of other recommendations should begin immediately.

In Summary: The three recommendations establish and strengthen the critical components in an overall process for fostering cooperation; a process which begins with municipalities identifying opportunities for cooperation and ends with the implementation of cooperative arrangements as illustrated below.

The Next Steps: The Future of Local Government in Allegheny County



Each of us — public officials, private citizens and business leaders — has an important collective role to play in the future of this region and, obviously, an enormous stake in the outcome.

We have learned this lesson from the experiences of Renaissance I and now Renaissance II, which transformed a deteriorating central city into a showcase of economic vitality. We have discovered that public officials, together with business leaders and citizens, can achieve tangible benefits, for the City of Pittsburgh, Allegheny County and the entire region, that make us the envy of other urban areas.

Today we are confronted with similar challenges — challenges that demand cooperative responses if we are to have the satisfaction of watching past accomplishments build a firm foundation for the future.

Supporting and fostering cooperative approaches to municipal service delivery offer an intriguing opportunity for each of us to contribute in a meaningful way to the future of local government in Allegheny County. As public officials, we can intensify the search for innovative approaches which will save money and improve service quality. As private citizens, we can express an interest in cooperative approaches and encourage public officials to thoroughly examine their potential. As business leaders, we can provide incentives by offering supplementary project funding or loaning executives with the technical expertise to assist in the completion of complicated activities.

Naturally, cooperative approaches will be enhanced with the resources recommended in this report. Awareness of these resources and the services they provide will help to generate, design, and implement new approaches to municipal service delivery. These innovations will provide a more viable system of local government today and a more hopeful outlook on tomorrow.



For further information on the Intergovernmental Cooperation Project, please contact:

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Consortium for Public Administration
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THINKING ABOUT CONSOLIDATION

A Guide for Towns and Villages

State of New York
Hugh L. Carey, Governor
Basil A. Paterson, Secretary of State



THINKING ABOUT CONSOLIDATION

Town and village citizens and elected officials often think of consolidation of entire governments when they look for ways to save money or improve services.

That's because these citizens and officials feel that, since both governments are providing essentially the same types of services, combining towns and villages should reduce expenditures (and therefore taxes) by eliminating duplication.

Consolidating governments is a very complex process, however. Interested communities, for example, have to plan for consolidation by studying:

- what services the merged government should provide;
- how many employees/pieces of equipment would be needed to deliver services;
- what expenditures and revenues would be for the new government;
- what the property tax rate in the new government would be;
- the laws regulating structural changes in government;
- how to deal with debts and assets;
- the need for special districts to provide some services.

Also, communities planning to consolidate may have to deal with:

- residents' fear of losing their town or village identity;
- the possibly conflicting personalities and ambitions of elected officials;
- politics;
- the possibility that the immediate effect for some residents, such as town-outside-village dwellers, might be an increase in taxes;
- employees' fear of change/fear of losing jobs.

As part of the process of deciding whether to consolidate, communities should first investigate other *simpler* kinds of changes that might also save money or improve services.

Within an existing town or village, these changes could be:

- combining separate employee positions into one, such as clerk-treasurer;
- reorganizing separate divisions/bureaus that provide similar or related services into one;
- contracting for services with privately owned firms or other local governments.

Among groups of governments, cost saving options could result from:

- a few governments joining together to establish a jointly managed auto maintenance shop, or emergency vehicle dispatching service or similar service;
- merging whole departments such as those providing police protection or highway services;
- jointly using buildings (town/village hall or town/village equipment shed);

- one government providing a service for a fee to residents of other governments (library, ambulance, landfill or recreation programs);
- appointing one person to fill the same position in both town and village government (having one person as both town and village clerk or having town justices serve a village).

How can you decide whether to investigate the options listed above, rather than town-village consolidation? The checklist below can help you.

COST SAVINGS CHECKLIST

Use the following checklist to see what the potential is for cost saving changes in your government. Add questions of your own, if you'd like. Put a check in the Yes column for each change that you think is possible. Check the **Presently Being Done** column if you have already made the change.

GENERAL GOVERNMENT		Yes	Presently Being Done
Mayor/Supervisor	1. Can any of these positions be combined?		
Trustees	Clerk with Treasurer	_____	_____
Justices	Tax Collector with Clerk	_____	_____
Treasurer	Village and Town Attorney	_____	_____
Tax Collector	Village and Town Engineer	_____	_____
Clerk	Village and Town Clerk	_____	_____
Assessor			
Attorney	2. Can any positions be eliminated?		
Engineer	Village Justice	_____	_____
Buildings	Town Justice	_____	_____
Central Garage	Village Assessor	_____	_____
	3. Can any activities be housed in one building, used by several governments?		
	All clerks, tax collectors	_____	_____
	All garages	_____	_____
PUBLIC SAFETY			
Police	1. Can police services be merged?		
Fire	Be contracted for with another government?	_____	_____
Traffic Control	Utilize common dispatching with fire services?	_____	_____
Safety Inspection			
Control of Animals			

	Yes	Presently Being Done
2. <i>Could one person provide the same service to separate governments?</i>	_____	_____
One dog warden	_____	_____
One building inspector	_____	_____

HIGHWAYS

1. <i>Could separate highway departments have a common maintenance shop?</i>	_____	_____
A common storage yard or building?	_____	_____
Common equipment (payloaders, rollers, graders)?	_____	_____
Common purchase of supplies?	_____	_____
2. <i>Could highway crews from separate governments work together to pave streets?</i>	_____	_____
To operate a landfill?	_____	_____
To plow snow?	_____	_____
To collect garbage?	_____	_____
3. <i>Can highway crews also maintain parks?</i>	_____	_____
Assist water and sewer plant operations?	_____	_____

HEALTH

Public Health
Registrar of Vital Statistics
Ambulance

1. <i>Could one person be health officer for both town and village?</i>	_____	_____
2. <i>Can ambulance services be provided jointly?</i>	_____	_____
Be housed jointly?	_____	_____
Use police/fire dispatching services?	_____	_____

RECREATION

1. <i>Can playgrounds be jointly maintained and operated?</i>	_____	_____
2. <i>Can one government, under contract, provide other governments with recreation programs?</i>	_____	_____

SANITATION	Yes	Presently Being Done
1. <i>Could garbage be collected under contract with private carters or other governments?</i>	_____	_____
2. <i>Could a few governments use a common landfill site?</i>	_____	_____
WATER		
1. <i>Could preparation of water bills be mechanized or computerized?</i>	_____	_____
OTHER		
_____	_____	_____
_____	_____	_____
_____	_____	_____

If you placed many checks in the **Yes** column, then you might want to consider some of the management improvements suggested by those answers before you consider town-village consolidation.

If, on the other hand, many of the improvements on this checklist are **Presently Being Done**, then you may want to seriously consider merging your government with others as the next step in your management improvement program.

Although many factors have to be examined by communities interested in consolidation, the job of studying them can be made a little easier if it's taken one logical step at a time. Listed below is a possible series of steps to take and questions to answer.

STEP 1. Form a study group of:

- elected officials from all governments involved
- department heads
- private citizens

STEP 2. Develop an inventory of the services now being provided by the individual governments. This process can be helped by answering the following questions:

Question: *What services are the existing governments providing?*

To answer this question, the study committee should review the budgets and annual fiscal reports of each community. Interviews with officials and department heads, as well as personal experience, will be helpful.

SANITATION

	Yes	Presently Being Done
1. Could garbage be collected under contract with private carters or other governments?	_____	_____
2. Could a few governments use a common landfill site?	_____	_____
WATER		
1. Could preparation of water bills be mechanized or computerized?	_____	_____
OTHER		
_____	_____	_____
_____	_____	_____
_____	_____	_____

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Question: *What services are the existing governments providing?*

To answer this question, the study committee should review the budgets and annual fiscal reports of each community. Interviews with officials and department heads, as well as personal experience, will be helpful.

Question: What do these services cost?

The same sources noted above will prove helpful in providing this information. Keep in mind, however, that all the costs of providing a function may not be listed under that function. For example, while some costs associated with a fire department will be found under that heading in the budget, others might be found under:

- Insurance
- Fringe Benefits
- Buildings
- Debt Service

This may be true for other municipal functions as well.

STEP 3. Plan the services the combined government will provide by answering the questions listed below:

Question: What services should the new government provide?

This question can be answered by:

- getting a consensus of the group studying consolidation based on a perception of what services the local community wants;
- analyzing cost records kept by existing governments to see if there are cheaper alternatives to government provided services, such as contracting with private firms. (If these records do not exist, they may have to be created.)

The following are some typical services and activities as listed in the Annual Financial Report to the Comptroller:

GENERAL GOVERNMENT

Mayor/Supervisor
Trustees/Council
Justices
Treasurer
Tax Collector
Clerk
Budget
Assessment
Attorney
Elections
Engineer
Buildings
Central Garage

SANITATION

Sanitary Sewer
Sewage Treatment/
Disposal
Storm Sewers
Refuse Collection
Landfill

PUBLIC SAFETY

Police
Traffic Control
Fire
Safety Inspection
Control of Animals

HIGHWAYS

Street Maintenance
Repair and Improvements
Bridges
Machinery
Snow and Miscellaneous
Highway Superintendent

WATER

Administration
Pumping/Purification
Transportation

HEALTH

Public Health
Registrar of Vital
Statistics
Ambulance
Narcotics Guidance

RECREATION

Playgrounds
Youth Programs

MISCELLANEOUS

Publicity
Zoning
Libraries
Historian
Celebrations
Aging
Cemeteries



State of New Jersey

County and Municipal
Government Study Commission
and
Department of Community Affairs

A Practical Guide
to Reaching Joint
Services Agreements

May 1971

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THE BENEFITS OF JOINT SERVICE PROVISION

It is clear that local government must find new approaches to meet today's problems and that joint service provision appears to have definite uses and benefits, not only to achieve economy, but to do things no municipality can do on its own.

The County and Municipal Government Study Commission has found that an overwhelming majority of local officials want to enter into joint service agreements at this time. We, therefore, recommend that additional means of incentive and encouragement be utilized to foster voluntary joint agreements.

It will then be up to local officials to move fast enough to meet their service needs, with all the help possible from the state. In those areas where they cannot, or will not, do the job themselves, the state may well have to seek other means; but to the extent that voluntary joint provision is feasible, municipal efforts should be given every opportunity to succeed.

The following table indicates that in almost every service area throughout the nation, as well as in New Jersey, real benefits can be achieved by joint programs. The data comes from the Commission's own research and surveys with the following exception: water treatment costs and the comparison of one vs. three data processing units from the Office for Local Government, State of New York, *Local Government Cooperation* (April, 1963), pp. 3-4. In some cases the benefits are better services; in some cases, financial savings; in other cases, both; in all cases, joint provision was of great benefit. Almost no municipality in this state today is so isolated from urbanization and development, either by geography or resources, that it should not seek to employ joint provision as an approach in one or more service areas.

TABLE 1			
SUMMARY OF THE BENEFITS OF COOPERATIVE EFFORTS IN NEW JERSEY AND OTHER STATES			
ENVIRONMENTAL PROTECTION		Benefits	
Service Area			
1. Sewerage Disposal			
NATIONAL			
FLORIDA: (Form: intermunicipal)	Miami, South Miami, and Coral Gables built a joint facility. Coral Gables was thus able to provide secondary treatment for \$19,000 per year less than it had previously cost to provide primary treatment in its old municipal plant.		
NEW JERSEY:	Studies in the master sewage plan for Monmouth County and figures from Commission staff surveys clearly indicate that the smaller plants are not as economical in terms of operating costs as the larger plants.		
COMPARISON OF SELECTED SEWAGE TREATMENT COSTS (EXCLUDING AMORTIZATION)*			
Regional/Municipal System	Plant Capacity Millions Gallons per Day	Average Daily Flow in Millions of Gallons	Treatment Cost per Million Gallons
Primary Treatment			
Matawan	.8	.6	\$140
Keyport	.9	.7	\$140
Long Branch	3.5	2.4	\$140
Asbury Park	5.5	3.4	\$65
Rahway Valley Sewage Authority	56.0	30.0	\$23
Passaic Valley Sewage Authority	240.0	235.0	\$37
Secondary Treatment			
Freehold	.8	.64	\$270
Eatontown	1.0	.53	\$180
Bergen County Sewage Authority	50.0	50.0	\$132
* Note: Several important factors make sewerage disposal service, particularly in the New Jersey setting, substantially different than other services. While this report does not propose any new programs in this area, we offer the above evidence to indicate that economy can be achieved in area-wide service.			

TABLE 1—(Continued)											
SUMMARY OF THE BENEFITS OF COOPERATIVE EFFORTS IN NEW JERSEY AND OTHER STATES											
Service Area	Benefits										
2. Solid Waste Disposal											
NATIONAL											
VIRGINIA: (Form: Authority)	In the Richmond area a regional landfill authority was able to serve municipalities for \$1.23 per ton, while the prices the individual municipalities had been paying before the joint operation ranged from \$1.47 to \$1.60 per ton.										
CALIFORNIA: (Form: County-Municipal)	In Orange County, where many municipalities simply did not have land for a disposal site, the county entered into a contractual program which met all municipal needs.										
NEW JERSEY: (Form: Intermunicipal)	One New Jersey mayor stated that his municipality "had saved thousands of dollars each year by contracting with another municipality to provide collection and disposal services". In Sussex County, Sparta Township has acquired and developed a regional sanitary landfill capable of serving the needs of 17 of the 24 municipalities in the county for a period of 25 years.										
3. Water Treatment											
NATIONAL											
NEW YORK:	Studies confirmed the inverse relationship between plant capacity and water treatment costs.										
	<table> <tr> <th>Plant Capacity Gallons Daily</th><th>Cost per Million Gallons</th></tr> <tr> <td>1,000,000</td><td>\$120.00</td></tr> <tr> <td>5,000,000</td><td>68.00</td></tr> <tr> <td>10,000,000</td><td>52.00</td></tr> <tr> <td>20,000,000</td><td>40.00</td></tr> </table>	Plant Capacity Gallons Daily	Cost per Million Gallons	1,000,000	\$120.00	5,000,000	68.00	10,000,000	52.00	20,000,000	40.00
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1,000,000	\$120.00										
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TABLE 1--(Continued)	
SUMMARY OF THE BENEFITS OF COOPERATIVE EFFORTS IN NEW JERSEY AND OTHER STATES	
<i>Service Area</i>	<i>Benefits</i>
4. Health Services NEW JERSEY:	With the passage of the State Health Aid Act of 1966 state aid was made available to local health departments employing a full time health officer and servicing an area of 25,000 or more people. In Hunterdon County, for example, twenty-five municipalities are participating in a county health program almost completely subsidized by the State Health Aid Act. These municipalities are enjoying the services of a full time professional health staff. Services include: inspection of camps, housing, potable water supplies, sewage disposal systems, and an insect and rodent control program. Prior to joining the county health program these municipalities did not provide most of these essential health services. In another county a mayor states that his municipality has "saved \$28,000 a year by joining the county health program and we have not lowered our service levels". Since the passage of the Health Aid Act over 220 municipalities in New Jersey have joined county health programs.
GENERAL GOVERNMENT ADMINISTRATION	
1. Joint Purchasing NATIONAL	
MICHIGAN: (Form: County-Municipal)	In Monroe County, 43 local governments saved \$15,000 on gasoline purchases in 1968 and one school district in the program reported it had saved over \$1,560 in the purchase of 32 new electric typewriters for secretarial course.
NEW JERSEY: BERGEN COUNTY: (Form: County-Municipal)	50 school districts and 55 municipalities have saved over \$100,000 by joint effort. The annual savings for the participating municipalities in gasoline purchase alone amounted to over \$35,000 in 1968.

TABLE 1--(Continued)	
SUMMARY OF THE BENEFITS OF COOPERATIVE EFFORTS IN NEW JERSEY AND OTHER STATES	
<i>Service Area</i>	<i>Benefits</i>
SUSSEX COUNTY: (Form: Intermunicipal)	Four municipalities--Sparta, Andover, Newton and Ogdensburg--inaugurated a cooperative joint purchasing program in 1967 and since then have enjoyed considerable savings in the purchase of fuel oil, gasoline, rock salt and snow frits.
NEW JERSEY STATE PURCHASING PROGRAM (Form: State-County-Municipal)	Many municipalities, school districts and counties are saving large amounts of money by purchasing large commonly used commodities through the recently inaugurated state purchasing program administered by the Division of Purchase and Property, State Department of the Treasury. For example, local governments may save as much as \$1,000 per car on the joint purchase of police cars by the State Police. Middlesex County saved \$10,000 by purchasing 22 cars through the state program. Low bids received by the Board of Freeholders came in at \$53,000 for the 22 cars compared to the price of \$42,800 paid through the state contract. Essex County recently purchased furniture for its new Hall of Records building at a savings of 5% below the lowest bid. When school buses are added to the commodity list, school boards will save an estimated \$1,000 per bus by purchasing through the state program. Similar savings are offered on many other items including tires, microscopes, copy machines and supplies, etc.
2. Law Enforcement NATIONAL	
KANSAS AND MISSOURI: (Form: Intermunicipal, across state lines)	In Kansas City, Kansas and St. Louis, Missouri, squads of specially trained local police are activated when major crimes occur. The police chief of the Kansas City Metro Squad said, "We can deal with criminals who move back and forth across state and municipal boundaries".

TABLE 1--(Continued)

SUMMARY OF THE BENEFITS OF COOPERATIVE EFFORTS IN
NEW JERSEY AND OTHER STATES

Service Area

Benefits

MICHIGAN:
(Form: County-
Municipal)

Detroit and Wayne County inaugurated a special Communications Control Center following the 1967 riots. In the days after Martin Luther King's assassination in 1969, the center's professional staff of 19 handled over 4,000 calls.

3. Tax Collection

NATIONAL

GEORGIA:
(Form: County-
Municipal)

In Bibb County (Macon), Georgia the county assumed all assessing and collection functions after 1964. During this four-year period 1964-68 a savings of approximately \$100,000 was accomplished although salaries had increased by 35 to 40 percent.

<i>System</i>	<i>Year</i>	<i>No. of Employees</i>	<i>Taxes Coll.</i>	<i>Collection Costs per \$1 Million</i>	<i>Total Costs</i>
Before	1964	59	\$8.5M	\$46.00	\$333,865
After	1968	39	14.6M	16.06	234,562
		20		\$29.94	\$ 99,303

MISSOURI:
(Form: County-
Municipal)

The City of Springfield contracts with the county for tax collection and billing, and the city manager estimates that this saves the city some \$50,000 annually.

NEW JERSEY:
(Form: Intermunicipal)

The boroughs of Caldwell and Essex Fells (Essex County) have a joint tax assessor, who services both municipalities. Somerset County, with the use of its E.D.P. equipment, is keeping assessment records for all 21 municipalities and is preparing tax bills for most municipalities in the county at a substantial saving in time and money.

TABLE 1—(Continued)	
SUMMARY OF THE BENEFITS OF COOPERATIVE EFFORTS IN NEW JERSEY AND OTHER STATES	
Service Area	Benefits
4. Data Processing	
NATIONAL	
NEW YORK:	A study conducted in 1962 by the Syracuse Government Research Bureau demonstrates significant cost advantages for municipalities joining in a central data processing unit. Costs for three independent units were \$111,099 compared with \$86,224 for a single unit, capable of performing the same work.
CONNECTICUT:	A proposal for a regional municipal information handling service indicated that the cost of providing such services on an individual municipality basis would be \$9 million, while a regional system providing the same service would cost approximately \$1 million.
NEW JERSEY:	Twelve of 21 counties (including Hudson, Bergen, Morris, Monmouth, Middlesex and Somerset) and a few municipalities (including East Orange and Edison) have purchased data processing equipment. They are offering services such as preparation of payrolls, tax accounts, class schedules and report cards for school boards, jury selection, violations control, and court dockets. One municipality indicated that the costs of preparing municipal payrolls and other payments had been reduced from 25¢ to 15¢ per check. Jobs which previously required as much as two weeks to complete by hand can be performed in 10 or 15 minutes by the use of a computer.

APPENDIX C:EXAMPLES OF INTERLOCAL COOPERATION HANDBOOKS

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To Cooperate or Not to Cooperate:

**A Report on
Intergovernmental Cooperation
in Allegheny County**



**Allegheny Conference
on Community Development**

**Consortium for Public
Administration Field Services**

April, 1982

Fellow Citizens:

Intergovernmental cooperation has been the goal of intense, episodic efforts in Allegheny County throughout this century. Regrettably, good intentions have seldom produced the results that the projects' sponsors had hoped for, leaving a legacy that could easily discourage new efforts in the 1980's.

Why, then, are we undertaking yet another project? First, because intergovernmental cooperation now offers more potential than any other approach for addressing the complex, controversial, and sometimes grimy issues challenging Allegheny and surrounding counties — issues such as restoring decaying streets and bridges or disposing of solid and hazardous wastes. Second, as costs escalate and state and federal funds dwindle, intergovernmental cooperation offers possibly the only viable approach for continuing to deliver critical municipal services. Third, and most importantly, citizens and municipal officials seem to be more willing to consider cooperative approaches, in part resulting from the growing success of cooperative arrangements.

Intergovernmental cooperation is generally defined as any verbal or written agreement between two or more municipalities or between a municipality and other levels of governments. The purpose: to reduce costs and to improve the delivery of municipal services to citizens. Cooperative agreements range from municipal officials serving on council of government committees to municipi-

palities assisting each other in emergencies, sharing materials and equipment, jointly dispatching police, or providing animal control services.

The overall purpose of this current effort — the Intergovernmental Cooperation Project — is to examine ways of fostering cooperation among municipalities; to facilitate the development of cooperative arrangements that can work today and prevent further inattention to pressing issues.

The project has two major objectives. The first objective was to survey public officials and citizens in Allegheny County on intergovernmental cooperation.

The second objective of the project is to design and implement resources that will aid municipalities facing intergovernmental problems. We hope that these resources, together with the motivation of municipal officials to improve the delivery of services, will encourage local governments to respond cooperatively to the challenges and opportunities of the 1980's.

The focus of the project is Allegheny County, which has the greatest concentration of municipalities and intergovernmental issues in Southwestern Pennsylvania. Since Allegheny County contains approximately two-thirds of the region's population and an even greater proportion of its urbanized population, many of the issues confronting its municipalities spill over into the surrounding counties and their municipalities. We hope that the analyses undertaken in Allegheny County provide a guide for similar

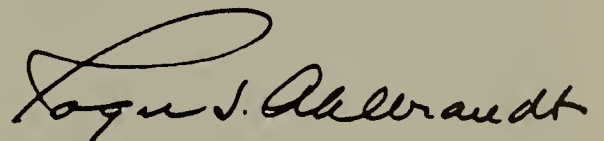
studies and that the resources recommended for fostering cooperation here are applicable in other counties.

This report presents a discussion of the state of intergovernmental cooperation in Allegheny County and recommendations for providing resources to encourage cooperation. We welcome your comments and suggestions for fostering intergovernmental cooperation and, in particular, on the recommendations in this report.

I would like to express my special appreciation to the municipal officials and citizens who provided the inspiration for this project and the information required during its execution.

I would also like to thank the members of the Advisory and Technical Committees for their contribution to the development of recommendations, to the community foundations for providing financial support, and to the Graduate School of Public and International Affairs, University of Pittsburgh, for providing administrative support for the project.

We believe this project demonstrates that the involvement of public and private leaders in a common endeavor can make a difference in the quest for better government and the improved quality of life in our community.



Roger S. Ahlbrandt

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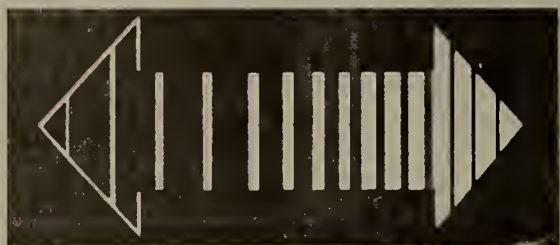
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The Need for Cooperation



1. The Challenges and Opportunities for Local Government in Allegheny County



The 1980's will undoubtedly pose severe challenges to local governments in this region, as sluggish economic growth, high rates of inflation, and federal and state government cutbacks take their toll.

The sluggish economic growth of the past thirty years has had a massive impact on the fortunes of local governments, especially the smaller industrial municipalities. The economy of the Pittsburgh area, although diversified, has shown only a small increase in jobs. Our economy has held its own and even surpassed other Northeast and Midwest areas, but it still lags behind areas in the South and West that are enjoying unprecedented growth. On top of this, Allegheny County and three-fourths (78%) of its 130 municipalities are losing population. Even more alarming, a series of studies over the past 15 years indicates an increasing deterioration of the County's municipalities. By 1981, 47 communities, as well as the entire County, had been designated "distressed" by the U. S. Department of Housing and Urban Development. It is likely that local budgets will become even more strained as the Federal government divests itself of many programs by transferring responsibilities to states and localities.

Smaller communities doubly suffer since they are unable to offer comparable services as their larger neighbors at similar prices. Small communities appear to spend more for certain

services on a per capita basis, even though they are providing fewer services than larger municipalities. Project surveys show that communities with fewer than 3,000 residents are paying over \$60 per capita for police services, while communities of more than 7,000 are paying under \$45 per capita. Larger communities also provide more discretionary police services, such as juvenile services or special vice squads, than their smaller counterparts. Some smaller communities are barely able to provide the minimum number of police officers required to maintain round the clock, week-long service, thus creating a potential threat to the safety of citizens.

All municipalities, large or small, are increasingly confronted with issues that defy resolution on an individual basis. For example, storm water management requires the participation of all communities in a watershed — those upstream often generating excessive runoff, and those downstream suffering the consequences. Similarly, hazardous and solid waste disposal cannot be handled on a community-by-community basis, except with methods that are expensive and may be detrimental to the environment. Finally, small communities cannot individually promote economic development with much hope of attracting outside business interests.

But communities can meet these challenges if they respond cooperatively. Implementation of coherent storm water management plans can remove many of the most formidable barriers to development. Interjurisdictional approaches to waste disposal can create opportunities to recycle or recover energy from the wastes and solve ecological problems posed by traditional disposal techniques.

In summary: Local government budgets have become strapped and pressing issues have become predominantly interjurisdictional. Inter-governmental approaches are attractive for their resolution.

All municipalities have implemented management innovations, drawing upon internal staff capabilities or outside expertise from public and private agencies and consulting firms. These efforts should be applauded as viable attempts to deliver more of the same services with fewer funds. However, it is questionable whether significant additional savings can be realized by such improvements without counterproductive results. For example, the cost of shaving maintenance budgets for capital facilities has led to their accelerated decay and the prospect of even greater costs for their rehabilitation or replacement — a massive dilemma confronting all municipalities across the County and region.

Some municipalities have transferred service responsibility to other jurisdictions, yet there are few opportunities for further transfers. Allegheny County Government has been the primary recipient of such service transfers over the years, assuming responsibility for such traditional municipal services as public health, or providing new services for individual municipalities in mental health, police and fire training, police detective and special squads, regional parks, and bookmobile services. In addition, independent authorities have assumed transit (Port Authority Transit) and sewage treatment (ALCOSAN) responsibilities. Given that county government is confronting the same fiscal constraints as municipalities, it is doubtful whether further transfers are likely without identification of new revenue sources.

Earlier efforts to streamline municipal service delivery in this region through top-down restructuring of local governments failed to gain the support of either municipal officials or citizens at the polls. Examples are those efforts to create a "federated" county/municipal government in the 1920's and 1930's and a stronger home rule charter for Allegheny County government in the 1950's and 1970's.

Voluntary intergovernmental cooperation, however, has gained momentum over the past decade, providing a less expensive way to deliver services with no loss of local autonomy or service quality. Most frequently, individual governments initiate the cooperative arrangements. Recently, councils of governments (COGs) have been created by groups of governments to foster cooperation. Eight COGs now exist,

2. Alternative Approaches to Addressing Local Government Challenges and Opportunities



Examples of Cooperative Arrangements

Mt. Lebanon

The home rule municipality of Mt. Lebanon has used intergovernmental cooperative arrangements to achieve several objectives.

Increasing the Quality of Existing Services:

Mt. Lebanon, Baldwin Township, Castle Shannon and Dormont jointly support Medical/Rescue South — a medical rescue service with a mobile intensive care unit under the command of St. Clair Hospital and staffed by paramedics.

Reducing the Costs of Existing Services:

Mt. Lebanon, Upper St. Clair, Scott and Dormont jointly provide dawn-to-dusk professional animal control services.

Obtaining Grants for Innovative Programs:

With initial funding from the federal government, Mt. Lebanon, Dormont and Baldwin Township jointly established a police management records and information center. Computerized storage and retrieval of police information have produced time and cost savings.

Avoiding Duplication of Services Already Provided by Others:

Mt. Lebanon and Upper St. Clair provide joint financial support for "Outreach South" — a program designed to keep alienated youth out of the criminal justice system. The program was initiated by Upper St. Clair and subsequently joined by Mt. Lebanon.

Mt. Lebanon also is an active member of the South Hills Area Council of Governments (SHACOG). Mt. Lebanon participates in the SHACOG employee credit union, police film library, and community development growth programs.



covering over two-thirds of the municipalities in the County. Other groups of governments, such as the Allegheny League of Municipalities, joint planning commissions, and the various associations of boroughs and townships have

The Steel Valley

The Steel Valley Council of Governments (SVCOG) is a voluntary association of ten municipalities located southeast of Pittsburgh. The SVCOG provides a mechanism for identifying new opportunities for cooperation, administering specific cooperative arrangements and providing day-to-day management assistance to member municipalities.

Community Development: SVCOG serves as the administrative agent for community development grants from Allegheny County Government. It funds such activities as the reconstruction of sewer catch basins and sidewalk ramps, and the demolition of dilapidated or vacant structures.

Local Development Corporation: SVCOG provides coordination and support services for three local development corporations designed to spur commercial development through renovation and marketing of aging central business districts.

Regional Pollution Control: SVCOG is participating in a demonstration project designed to determine whether the reduction of air pollutants may be accomplished through nontraditional methods, such as street cleaning and controlling dust. Twin Rivers COG and Turtle Creek Valley COG are also part of this demonstration project.

Human Services Center: SVCOG has purchased the old Homestead High School building and is proceeding with plans to convert it into a regional human services center. The center will house COG offices and a number of private and public social agencies.

In addition, SVCOG provides member municipalities with government liaison services, grantsmanship seminars, and specific management services, such as building inspection.

also initiated cooperative efforts. (See Exhibit I for examples of cooperative arrangements in Mt. Lebanon and the Steel Valley Council of Governments.)

In Summary: Given the limited potential for management innovations and functional transfers, voluntary cooperation emerges as the only effective approach; and considerable money may be saved in the process.

3. The State of Intergovernmental Cooperation in Allegheny County



Intergovernmental cooperation is strongly supported by citizens and municipal officials. Two surveys conducted as part of this project show that citizens and municipal officials approve cooperative efforts and feel that additional cooperation is desirable.

A majority of citizens indicated support for joint delivery in all municipal services surveyed. Almost all citizens (96%) were able to offer informed, rational reasons for their position and close to a third (31%) were able to identify specific cooperative arrangements involving their municipalities.

Elected municipal officials not only indicated a strong support for cooperation, but over two-thirds (68%) of those surveyed participate on COG boards of directors or other groups involving elected officials from other jurisdictions. Most of the elected officials (87%) had proposed cooperative arrangements to their governments and saw the greatest potential for future cooperation in joint police services.

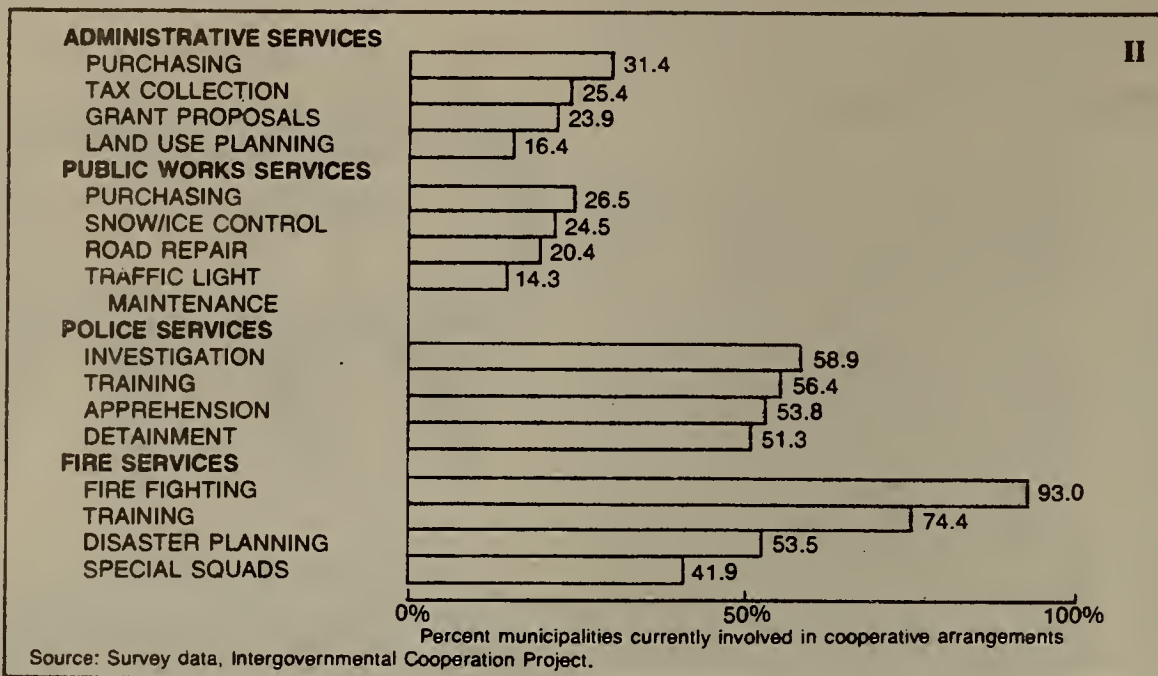
Appointed municipal officials indicated that the typical community currently has eight cooperative arrangements: three in police, two in fire, two in public works, and one in administrative services. (See Exhibit II for the most prevalent arrangements in each service area.) In general, larger, affluent communities are more likely to be involved in cooperative arrangements.

Appointed municipal officials see even more potential for future cooperation, especially in administrative and police services. (See Exhibit III.)

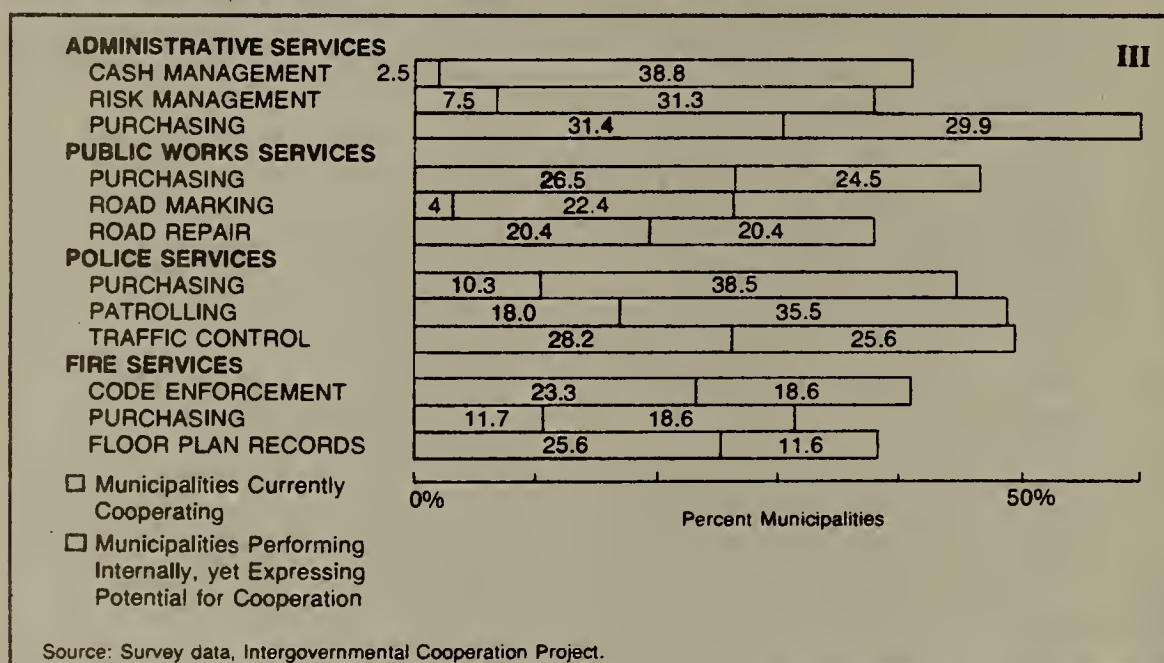
Municipal officials and citizens responding to the survey most frequently mentioned potential cost savings as the factor encouraging cooperative service delivery, closely followed by potential improvements in the quality of existing services. The most frequently mentioned discouraging factors were the potential loss of control over personnel and the reluctance to modify existing practices.

Municipal officials considered information on cooperative efforts in other communities to be the most helpful tool in

Prevalent Cooperative Arrangements for the Provision of Municipal Services



Current Levels of and Expressed Potential for Cooperative Arrangements in Selected Municipal Services



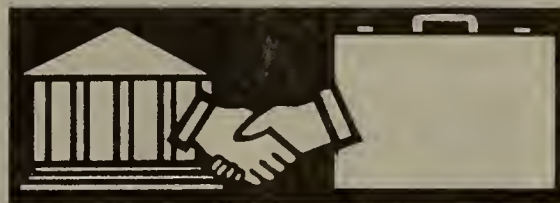
establishing their own arrangements, followed by feasibility studies of undertaking cooperative arrangements, and hands-on technical assistance in implementing such arrangements. Officials preferred to receive assistance from resources with close ties to their municipalities and from organizations that have the appropriate expertise.

These positive attitudes seem to reflect the benefits felt when cooperative approaches are successfully implemented and maintained. Prior surveys, dating from 1955, indicate substantial growth in cooperative arrangements. This survey found that municipal officials in communities more committed to cooperative arrangements were also more likely to perceive greater benefits from cooperation in the next 5-10 years. Cost savings from cooperative arrangements provide part of this incentive. Municipal officials reported an average savings of 57%

from joint efforts. (See Exhibit IV.)

In Summary: Citizens and municipal officials support intergovernmental cooperation and see even greater potential for cooperation in delivering services and addressing pressing needs.

4. The Need for Resources



Municipalities often require assistance to initiate and maintain cooperative arrangements. Some arrangements are technically complex, requiring specialized expertise, such as in cash or risk

management, or are politically sensitive, requiring well-designed approaches to deal with fiscal and personnel matters.

The resources available to provide this assistance are meager compared to the potential illustrated by the surveys or to the enormity of intergovernmental problems, such as decaying capital facilities. In 1980, each of the councils of governments undertook an average of two assistance projects. Due to the limited staff resources of COGs, over half of these projects required supplemental assistance from private consultants or others. In addition, eleven assistance projects were undertaken by the following organizations:

- Southwestern Pennsylvania Regional Planning Commission (SPRPC), the regional planning organization for Allegheny and surrounding counties;
- Allegheny League of Municipalities (ALOM), a voluntary association of governments addressing the common concerns of municipalities and Allegheny County Government;
- Allegheny County Government, which administers common planning activities and provides community development funds to municipalities;
- Pennsylvania State Government, especially the Department of Community Affairs, which provides financial as well as technical assistance to local governments;
- Pennsylvania Economy League, a civic organization established to improve the efficiency and effectiveness of local governments;
- Allegheny Conference on Community Development/Greater Pittsburgh Chamber of Commerce, two civic organizations that address community concerns common to public and private leaders;
- Universities, especially the Consortium for Public Administration Field Services, a joint effort of three local universities to address the common management needs of local governments.

Most of the assistance projects were small and primarily targeted administrative services. None of the projects addressed major new issues in a disciplined or coordinated manner, leading to the development, adoption, and implementation of practical recommendations.

In Summary: The gap between the need for assistance in undertaking cooperative arrangements and available resources must be closed if we are to make effective responses to the challenge of the 1980's.

SPRPC is assuming a similar responsibility for providing general information on cooperative arrangements to municipalities in surrounding counties. The Commission should work cooperatively with ALOM on information activities to save scarce resources and increase the benefits to municipalities.

Implementation of the ALOM coordinating activities should follow its annual conference; implementation of other recommendations should begin immediately.

In Summary: The three recommendations establish and strengthen the critical components in an overall process for fostering cooperation; a process which begins with municipalities identifying opportunities for cooperation and ends with the implementation of cooperative arrangements as illustrated below.

The Next Steps: The Future of Local Government in Allegheny County



Each of us — public officials, private citizens and business leaders — has an important collective role to play in the future of this region and, obviously, an enormous stake in the outcome.

We have learned this lesson from the experiences of Renaissance I and now Renaissance II, which transformed a deteriorating central city into a showcase of economic vitality. We have discovered that public officials, together with business leaders and citizens, can achieve tangible benefits, for the City of Pittsburgh, Allegheny County and the entire region, that make us the envy of other urban areas.

Today we are confronted with similar challenges — challenges that demand cooperative responses if we are to have the satisfaction of watching past accomplishments build a firm foundation for the future.

Supporting and fostering cooperative approaches to municipal service delivery offer an intriguing opportunity for each of us to contribute in a meaningful way to the future of local government in Allegheny County. As public officials, we can intensify the search for innovative approaches which will save money and improve service quality. As private citizens, we can express an interest in cooperative approaches and encourage public officials to thoroughly examine their potential. As business leaders, we can provide incentives by offering supplementary project funding or loaning executives with the technical expertise to assist in the completion of complicated activities.

Naturally, cooperative approaches will be enhanced with the resources recommended in this report. Awareness of these resources and the services they provide will help to generate, design, and implement new approaches to municipal service delivery. These innovations will provide a more viable system of local government today and a more hopeful outlook on tomorrow.



For further information on the Intergovernmental Cooperation Project, please contact:

Intergovernmental Cooperation Project
Consortium for Public Administration
Field Services
3E15 Forbes Quadrangle, University of
Pittsburgh
Pittsburgh, PA 15260
Telephone: (412) 624-3631

THINKING ABOUT CONSOLIDATION

A Guide for Towns and Villages

State of New York
Hugh L. Carey, Governor
Basil A. Paterson, Secretary of State



THINKING ABOUT CONSOLIDATION

Town and village citizens and elected officials often think of consolidation of entire governments when they look for ways to save money or improve services.

That's because these citizens and officials feel that, since both governments are providing essentially the same types of services, combining towns and villages should reduce expenditures (and therefore taxes) by eliminating duplication.

Consolidating governments is a very complex process, however. Interested communities, for example, have to plan for consolidation by studying:

- what services the merged government should provide;
- how many employees/pieces of equipment would be needed to deliver services;
- what expenditures and revenues would be for the new government;
- what the property tax rate in the new government would be;
- the laws regulating structural changes in government;
- how to deal with debts and assets;
- the need for special districts to provide some services.

Also, communities planning to consolidate may have to deal with:

- residents' fear of losing their town or village identity;
- the possibly conflicting personalities and ambitions of elected officials;
- politics;
- the possibility that the immediate effect for some residents, such as town-outside-village dwellers, might be an increase in taxes;
- employees' fear of change/fear of losing jobs.

As part of the process of deciding whether to consolidate, communities should first investigate other *simpler* kinds of changes that might also save money or improve services.

Within an existing town or village, these changes could be:

- combining separate employee positions into one, such as clerk-treasurer;
- reorganizing separate divisions/bureaus that provide similar or related services into one;
- contracting for services with privately owned firms or other local governments.

Among groups of governments, cost saving options could result from:

- a few governments joining together to establish a jointly managed auto maintenance shop, or emergency vehicle dispatching service or similar service;
- merging whole departments such as those providing police protection or highway services;
- jointly using buildings (town/village hall or town/village equipment shed);

- one government providing a service for a fee to residents of other governments (library, ambulance, landfill or recreation programs);
- appointing one person to fill the same position in both town and village government (having one person as both town and village clerk or having town justices serve a village).

How can you decide whether to investigate the options listed above, rather than town-village consolidation? The checklist below can help you.

COST SAVINGS CHECKLIST

Use the following checklist to see what the potential is for cost saving changes in your government. Add questions of your own, if you'd like. Put a check in the **Yes** column for each change that you think is possible. Check the **Presently Being Done** column if you have already made the change.

GENERAL GOVERNMENT		Yes	Presently Being Done
Mayor/Supervisor	1. <i>Can any of these positions be combined?</i>		
Trustees	Clerk with Treasurer		
Justices	Tax Collector with Clerk		
Treasurer	Village and Town Attorney		
Tax Collector	Village and Town Engineer		
Clerk	Village and Town Clerk		
Assessor			
Attorney	2. <i>Can any positions be eliminated?</i>		
Engineer	Village Justice		
Buildings	Town Justice		
Central Garage	Village Assessor		
	3. <i>Can any activities be housed in one building, used by several governments?</i>		
	All clerks, tax collectors		
	All garages		
PUBLIC SAFETY			
Police	1. <i>Can police services be merged?</i>		
Fire	Be contracted for with another government?		
Traffic Control	Utilize common dispatching with fire services?		
Safety Inspection			
Control of Animals			

	Yes	Presently Being Done
2. <i>Could one person provide the same service to separate governments?</i>	_____	_____
One dog warden	_____	_____
One building inspector	_____	_____

HIGHWAYS

1. <i>Could separate highway departments have a common maintenance shop?</i>	_____	_____
A common storage yard or building?	_____	_____
Common equipment (payloaders, rollers, graders)?	_____	_____
Common purchase of supplies?	_____	_____
2. <i>Could highway crews from separate governments work together to pave streets?</i>	_____	_____
To operate a landfill?	_____	_____
To plow snow?	_____	_____
To collect garbage?	_____	_____
3. <i>Can highway crews also maintain parks?</i>	_____	_____
Assist water and sewer plant operations?	_____	_____

HEALTH

Public Health
Registrar of Vital Statistics
Ambulance

1. <i>Could one person be health officer for both town and village?</i>	_____	_____
2. <i>Can ambulance services be provided jointly?</i>	_____	_____
Be housed jointly?	_____	_____
Use police/fire dispatching services?	_____	_____

RECREATION

1. <i>Can playgrounds be jointly maintained and operated?</i>	_____	_____
2. <i>Can one government, under contract, provide other governments with recreation programs?</i>	_____	_____

SANITATION**Yes****Presently
Being Done**

1. *Could garbage be collected under contract with private carters or other governments?*

2. *Could a few governments use a common landfill site?*

WATER

1. *Could preparation of water bills be mechanized or computerized?*

OTHER

If you placed many checks in the **Yes** column, then you might want to consider some of the management improvements suggested by those answers before you consider town-village consolidation.

If, on the other hand, many of the improvements on this checklist are **Presently Being Done**, then you may want to seriously consider merging your government with others as the next step in your management improvement program.

Although many factors have to be examined by communities interested in consolidation, the job of studying them can be made a little easier if it's taken one logical step at a time. Listed below is a possible series of steps to take and questions to answer.

STEP 1. Form a study group of:

- elected officials from all governments involved
- department heads
- private citizens

STEP 2. Develop an inventory of the services now being provided by the individual governments. This process can be helped by answering the following questions:

Question: *What services are the existing governments providing?*

To answer this question, the study committee should review the budgets and annual fiscal reports of each community. Interviews with officials and department heads, as well as personal experience, will be helpful.

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To answer this question, the study committee should review the budgets and annual fiscal reports of each community. Interviews with officials and department heads, as well as personal experience, will be helpful.

Question: What do these services cost?

The same sources noted above will prove helpful in providing this information. Keep in mind, however, that all the costs of providing a function may not be listed under that function. For example, while some costs associated with a fire department will be found under that heading in the budget, others might be found under:

- Insurance
- Fringe Benefits
- Buildings
- Debt Service

This may be true for other municipal functions as well.

STEP 3. Plan the services the combined government will provide by answering the questions listed below:**Question: What services should the new government provide?**

This question can be answered by:

- getting a consensus of the group studying consolidation based on a perception of what services the local community wants;
- analyzing cost records kept by existing governments to see if there are cheaper alternatives to government provided services, such as contracting with private firms. (If these records do not exist, they may have to be created.)

The following are some typical services and activities as listed in the Annual Financial Report to the Comptroller:

GENERAL GOVERNMENT

Mayor/Supervisor
Trustees/Council
Justices
Treasurer
Tax Collector
Clerk
Budget
Assessment
Attorney
Elections
Engineer
Buildings
Central Garage

SANITATION

Sanitary Sewer
Sewage Treatment/
Disposal
Storm Sewers
Refuse Collection
Landfill

PUBLIC SAFETY

Police
Traffic Control
Fire
Safety Inspection
Control of Animals

HIGHWAYS

Street Maintenance
Repair and Improvements
Bridges
Machinery
Snow and Miscellaneous
Highway Superintendent

WATER

Administration
Pumping/Purification
Transportation

HEALTH

Public Health
Registrar of Vital
Statistics
Ambulance
Narcotics Guidance

RECREATION

Playgrounds
Youth Programs

MISCELLANEOUS

Publicity
Zoning
Libraries
Historian
Celebrations
Aging
Cemeteries



State of New Jersey

County and Municipal
Government Study Commission
and
Department of Community Affairs

A Practical Guide
to Reaching Joint
Services Agreements

May 1971

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THE BENEFITS OF JOINT SERVICE PROVISION

It is clear that local government must find new approaches to meet today's problems and that joint service provision appears to have definite uses and benefits, not only to achieve economy, but to do things no municipality can do on its own.

The County and Municipal Government Study Commission has found that an overwhelming majority of local officials want to enter into joint service agreements at this time. We, therefore, recommend that additional means of incentive and encouragement be utilized to foster voluntary joint agreements.

It will then be up to local officials to move fast enough to meet their service needs, with all the help possible from the state. In those areas where they cannot, or will not, do the job themselves, the state may well have to seek other means; but to the extent that voluntary joint provision is feasible, municipal efforts should be given every opportunity to succeed.

The following table indicates that in almost every service area throughout the nation, as well as in New Jersey, real benefits can be achieved by joint programs. The data comes from the Commission's own research and surveys with the following exception: water treatment costs and the comparison of one vs. three data processing units from the Office for Local Government, State of New York, *Local Government Cooperation* (April, 1963), pp. 3-4. In some cases the benefits are better services; in some cases, financial savings; in other cases, both; in all cases, joint provision was of great benefit. Almost no municipality in this state today is so isolated from urbanization and development, either by geography or resources, that it should not seek to employ joint provision as an approach in one or more service areas.

TABLE 1

SUMMARY OF THE BENEFITS OF COOPERATIVE EFFORTS IN NEW JERSEY AND OTHER STATES

ENVIRONMENTAL PROTECTION

Service Area

Benefits

1. Sewerage Disposal

NATIONAL

FLORIDA:

(Form: intermunicipal)

Miami, South Miami, and Coral Gables built a joint facility. Coral Gables was thus able to provide secondary treatment for \$19,000 per year less than it had previously cost to provide primary treatment in its old municipal plant.

NEW JERSEY:

Studies in the master sewage plan for Monmouth County and figures from Commission staff surveys clearly indicate that the smaller plants are not as economical in terms of operating costs as the larger plants.

COMPARISON OF SELECTED SEWAGE TREATMENT COSTS (EXCLUDING AMORTIZATION)*

Regional/Municipal System	Plant Capacity Millions Gallons per Day	Average Daily Flow in Millions of Gallons	Treatment Cost per Million Gallons
<i>Primary Treatment</i>			
Matawan	.8	.6	\$140
Keyport	.9	.7	\$140
Long Branch	3.5	2.4	\$140
Asbury Park	5.5	3.4	\$65
Rahway Valley Sewage Authority	56.0	30.0	\$23
Passaic Valley Sewage Authority	240.0	235.0	\$37
<i>Secondary Treatment</i>			
Freehold	.8	.64	\$270
Eatontown	1.0	.53	\$180
Bergen County Sewage Authority	50.0	50.0	\$132

* Note: Several important factors make sewerage disposal service, particularly in the New Jersey setting, substantially different than other services. While this report does not propose any new programs in this area, we offer the above evidence to indicate that economy can be achieved in area-wide service.

TABLE 1—(Continued)											
Service Area	Benefits										
2. Solid Waste Disposal											
NATIONAL											
VIRGINIA: (Form: Authority)	In the Richmond area a regional landfill authority was able to serve municipalities for \$1.23 per ton, while the prices the individual municipalities had been paying before the joint operation ranged from \$1.47 to \$1.60 per ton.										
CALIFORNIA: (Form: County-Municipal)	In Orange County, where many municipalities simply did not have land for a disposal site, the county entered into a contractual program which met all municipal needs.										
NEW JERSEY: (Form: Intermunicipal)	One New Jersey mayor stated that his municipality "had saved thousands of dollars each year by contracting with another municipality to provide collection and disposal services". In Sussex County, Sparta Township has acquired and developed a regional sanitary landfill capable of serving the needs of 17 of the 24 municipalities in the county for a period of 25 years.										
3. Water Treatment											
NATIONAL											
NEW YORK:	Studies confirmed the inverse relationship between plant capacity and water treatment costs.										
	<table> <tr> <th>Plant Capacity Gallons Daily</th><th>Cost per Million Gallons</th></tr> <tr> <td>1,000,000</td><td>\$120.00</td></tr> <tr> <td>5,000,000</td><td>68.00</td></tr> <tr> <td>10,000,000</td><td>52.00</td></tr> <tr> <td>20,000,000</td><td>40.00</td></tr> </table>	Plant Capacity Gallons Daily	Cost per Million Gallons	1,000,000	\$120.00	5,000,000	68.00	10,000,000	52.00	20,000,000	40.00
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TABLE 1--(Continued) SUMMARY OF THE BENEFITS OF COOPERATIVE EFFORTS IN NEW JERSEY AND OTHER STATES	
<i>Service Area</i>	<i>Benefits</i>
4. Health Services NEW JERSEY:	<p>With the passage of the State Health Aid Act of 1966 state aid was made available to local health departments employing a full time health officer and servicing an area of 25,000 or more people. In Hunterdon County, for example, twenty-five municipalities are participating in a county health program almost completely subsidized by the State Health Aid Act. These municipalities are enjoying the services of a full time professional health staff. Services include: inspection of camps, housing, potable water supplies, sewage disposal systems, and an insect and rodent control program. Prior to joining the county health program these municipalities did not provide most of these essential health services. In another county a mayor states that his municipality has "saved \$28,000 a year by joining the county health program and we have not lowered our service levels". Since the passage of the Health Aid Act over 220 municipalities in New Jersey have joined county health programs.</p>
GENERAL GOVERNMENT ADMINISTRATION	
1. Joint Purchasing NATIONAL MICHIGAN: (Form: County-Municipal)	<p>In Monroe County, 43 local governments saved \$15,000 on gasoline purchases in 1968 and one school district in the program reported it had saved over \$1,560 in the purchase of 32 new electric typewriters for secretarial course.</p>
NEW JERSEY: BERGEN COUNTY: (Form: County-Municipal)	<p>50 school districts and 55 municipalities have saved over \$100,000 by joint effort. The annual savings for the participating municipalities in gasoline purchase alone amounted to over \$35,000 in 1968.</p>

TABLE 1--(Continued) SUMMARY OF THE BENEFITS OF COOPERATIVE EFFORTS IN NEW JERSEY AND OTHER STATES	
<i>Service Area</i>	<i>Benefits</i>
SUSSEX COUNTY: (Form: Intermunicipal)	<p>Four municipalities--Sparta, Andover, Newton and Ogdensburg--inaugurated a cooperative joint purchasing program in 1967 and since then have enjoyed considerable savings in the purchase of fuel oil, gasoline, rock salt and snow frits.</p>
NEW JERSEY STATE PURCHASING PROGRAM (Form: State-County-Municipal)	<p>Many municipalities, school districts and counties are saving large amounts of money by purchasing the commonly used commodities through the recently inaugurated state purchasing program administered by the Division of Purchase and Property, State Department of the Treasury. For example, local governments may save as much as \$1,000 per car on the joint purchase of police cars by the State Police. Middlesex County saved \$10,000 by purchasing 22 cars through the state program. Low bids received by the Board of Freeholders came in at \$53,000 for the 22 cars compared to the price of \$42,800 paid through the state contract. Essex County recently purchased furniture for its new Hall of Records building at a savings of 5% below the lowest bid. When school buses are added to the commodity list, school boards will save an estimated \$1,000 per bus by purchasing through the state program. Similar savings are offered on many other items including tires, microscopes, copy machines and supplies, etc.</p>
2. Law Enforcement NATIONAL KANSAS AND MISSOURI: (Form: Intermunicipal, across state lines)	<p>In Kansas City, Kansas and St. Louis, Missouri, squads of specially trained local police are activated when major crimes occur. The police chief of the Kansas City Metro Squad said, "We can deal with criminals who move back and forth across state and municipal boundaries".</p>

TABLE 1--(Continued)

SUMMARY OF THE BENEFITS OF COOPERATIVE EFFORTS IN
NEW JERSEY AND OTHER STATES

<i>Service Area</i>	<i>Benefits</i>												
<p>MICHIGAN: (Form: County-Municipal)</p>	<p>Detroit and Wayne County inaugurated a special Communications Control Center following the 1967 riots. In the days after Martin Luther King's assassination in 1969, the center's professional staff of 19 handled over 4,000 calls.</p>												
<p>3. Tax Collection</p>													
<p>NATIONAL</p>													
<p>GEORGIA: (Form: County-Municipal)</p>	<p>In Bibb County (Macon), Georgia the county assumed all assessing and collection functions after 1964. During this four-year period 1964-68 a savings of approximately \$100,000 was accomplished although salaries had increased by 35 to 40 percent.</p>												
<p>System</p>	<p><i>No. of Employees</i></p>												
<p>Before</p>	<p>1964</p>												
<p>After</p>	<p>1968</p>												
	<table> <tr> <th><i>Taxes Coll.</i></th><th><i>Collection Costs per \$1 Million</i></th><th><i>Total Costs</i></th></tr> <tr> <td>\$8.5M</td><td>\$46.00</td><td>\$333,865</td></tr> <tr> <td>14.6M</td><td>16.06</td><td>234,562</td></tr> <tr> <td></td><td>\$29.94</td><td>\$ 99,303</td></tr> </table>	<i>Taxes Coll.</i>	<i>Collection Costs per \$1 Million</i>	<i>Total Costs</i>	\$8.5M	\$46.00	\$333,865	14.6M	16.06	234,562		\$29.94	\$ 99,303
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<p>MISSOURI: (Form: County-Municipal)</p>	<p>The City of Springfield contracts with the county for tax collection and billing, and the city manager estimates that this saves the city some \$50,000 annually.</p>												
<p>NEW JERSEY: (Form: Intermunicipal)</p>	<p>The boroughs of Caldwell and Essex Fells (Essex County) have a joint tax assessor, who services both municipalities. Somerset County, with the use of its E.D.P. equipment, is keeping assessment records for all 21 municipalities and is preparing tax bills for most municipalities in the county at a substantial saving in time and money.</p>												

TABLE 1--(Continued)	
SUMMARY OF THE BENEFITS OF COOPERATIVE EFFORTS IN NEW JERSEY AND OTHER STATES	
<i>Service Area</i>	<i>Benefits</i>
4. Data Processing	
NATIONAL	
NEW YORK:	A study conducted in 1962 by the Syracuse Government Research Bureau demonstrates significant cost advantages for municipalities joining in a central data processing unit. Costs for three independent units were \$111,099 compared with \$86,224 for a single unit, capable of performing the same work.
CONNECTICUT:	A proposal for a regional municipal information handling service indicated that the cost of providing such services on an individual municipality basis would be \$9 million, while a regional system providing the same service would cost approximately \$1 million.
NEW JERSEY:	Twelve of 21 counties (including Hudson, Bergen, Morris, Monmouth, Middlesex and Somerset) and a few municipalities (including East Orange and Edison) have purchased data processing equipment. They are offering services such as preparation of payrolls, tax accounts, class schedules and report cards for school boards, jury selection, violations control, and court dockets. One municipality indicated that the costs of preparing municipal payrolls and other payments had been reduced from 25¢ to 15¢ per check. Jobs which previously required as much as two weeks to complete by hand can be performed in 10 or 15 minutes by the use of a computer.

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